

# **29th Avenue NE – A Streetscaping Plan for Audubon Park**

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Conducted on behalf of the Audubon Neighborhood Association  
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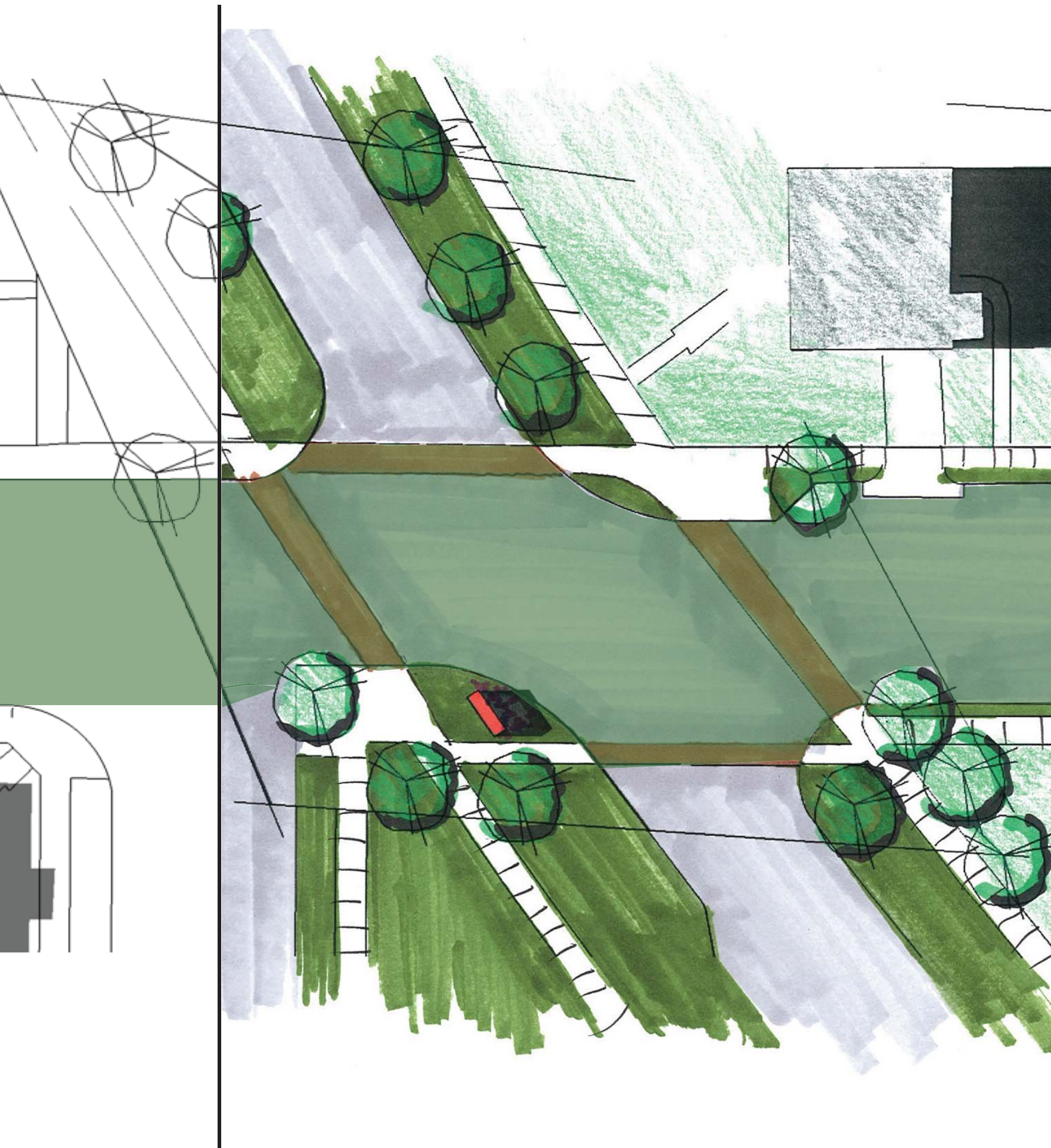
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# 29th Avenue NE

A STREETScape REDESIGN PLAN FOR  
AUDUBON PARK

Prepared by  
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for the  
AUDUBON NEIGHBORHOOD  
ASSOCIATION

funded by the  
CENTER FOR URBAN &  
REGIONAL AFFAIRS





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INTRODUCTION

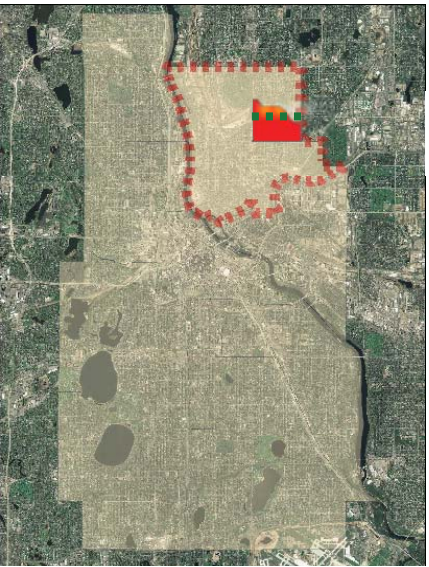
29th Avenue: a diamond in the rough...

29th Avenue Northeast is an east-west corridor that connects Central Avenue and Stinson Parkway through the Audubon Park neighborhood in Northeast Minneapolis. The Avenue also runs through three blocks of the Waite Park neighborhood just west of Stinson. Along with Johnson Street, a north-south corridor, 29th Avenue is one of Audubon Park neighborhood’s signature streets, connecting important destinations such as Audubon Park (a park bearing the namesake of John Audubon), a neighborhood retail node at 29th and Johnson, Northeast Middle School and Interstate 35W to the south. Aside from neighborhood retail along Johnson Street and Central Avenue, the neighborhood is largely comprised of detached single family and duplex residential.


As the neighborhood plans for anticipated increases in traffic and development, the Audubon Neighborhood Association (ANA), through its Central Avenue Area Task Force (CAATF) has commissioned a streetscape plan for 29th and the retail node at 29th + Johnson. City development plans call for major redevelopment of Shoreham Yards, which is currently a 230-acre rail yard operated by Canadian Pacific Rail. Incidentally, 29th Avenue is directly connected to Shoreham Yards at Central. If and when Shoreham Yards is redeveloped, 29th and Johnson Street would likely become commuter routes from 35W, a prospect that would have drastic implications for the safety and livability of the Audubon Park neighborhood.

This plan aims to draw attention to this impending scenario and proposes streetscape enhancements, redevelopment and urban design guidelines. Although a neighborhood-initiated streetscape project is unprecedented in the city of Minneapolis, ANA is fully committed to the planning and implementation process. With a community engagement program, realistic implementation strategies and a clear vision of what 29th Avenue should look like, it is hoped that this plan will lead to the revival of 29th Avenue.


STUDY AREA




LOCATOR MAP




City of Minneapolis



Northeast Minneapolis



Audubon Park neighborhood



29th Avenue

AUDUBON PARK QUICK FACTS (2000)

	Audubon Park	Minneapolis
Population	5,256	382,618
% change 1980-2000	-11%	3.1%
Median house values	\$103,900	\$113,467
Median Household Income	\$45,090	\$37,974

Source: Minneapolis Dept. of Community Planning and Economic Development



Recently foreclosed four-plexes at 29th + Tyler



Alley entrance off of 29th, between Pierce and Buchanan Sts.





29th Avenue and the Johnson Street retail area are home to some of Northeast’s most important destinations. These include Audubon Park and the Northeast Middle School on 29th and the now-vacant Hollywood Theater on Johnson Street. These destinations draw traffic of all kinds, including automobile, pedestrian, transit and bike. In order to keep up with increasing traffic over the years, the City of Minneapolis has maintained these streets to acceptable engineering standards. Currently, 29th Avenue has a pavement condition index (PCI) rating of 72, which is above average for Minneapolis streets as a whole. Generally, public works departments do not propose major reconstruction projects for streets with PCI ratings of above 50.

However, while the physical condition of the road itself is suitable for driving, the adjacent streetscape is not suitable for pedestrians. While sidewalks along 29th range from 5’-7’ in width, there is only a 2’-wide grassy boulevard strip on intermittent parts of the south side. There are no boulevard trees along either 29th or Johnson. Additionally, the tree cover that exists on properties along 29th is sparse. Traffic calming is a serious issue around the Northeast Middle School and Audubon Park, where hundreds of children and families cross the avenue daily. Some locations near these areas are prone to speeding and drivers who ignore stop signs.

This situation promises to worsen as traffic levels on 29th and Johnson are projected to rise. A key piece of this puzzle is Shoreham Yards, a vestige of Minneapolis’ heyday as a railroad center. Located just west of Audubon Park, the site holds some of the largest contiguous parcels of industrial land in the city,

totalling 230 acres. Shoreham Yards is part of a larger industrial area that straddles both sides of the river in North and Northeast Minneapolis. Known as the Near North/Upper River industrial area, both banks currently generate 12,542 jobs (Maxfield Research). Most parcels are owned by Canadian Pacific Railway, which primarily uses the site for storing hundreds of cargo cars. CP Rail has expressed interest in redeveloping a long parcel along Central Avenue. Meanwhile, in a redevelopment study for industrial lands in Minneapolis, the city cites Shoreham as an “industry and business opportunity area” (City of Minneapolis). The city expects some form of commercial and light industrial redevelopment within the next 20 years.

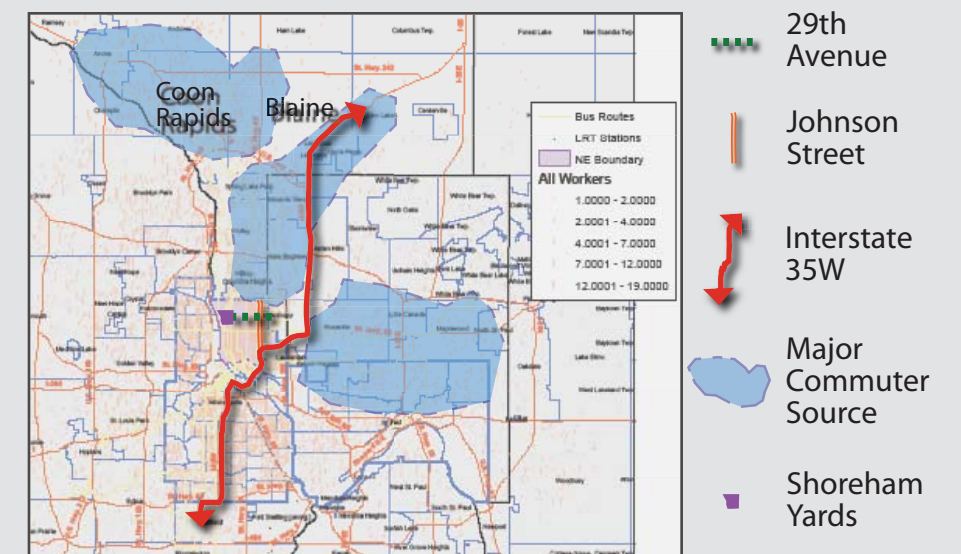
The Northeast Community Development Corporation recently created a laborshed map for Northeast Minneapolis. The laborshed map at right shows where those who work in Northeast live. While many employees live in Northeast, North and South Minneapolis (as indicated by the orange exclamation points) many more are scattered throughout the north and northeast suburbs. As indicated by the northernmost blue commuter source area, Coon Rapids is home to many Northeast employees. Many of these employees likely take Interstate 94 to Lowry for work. However, Blaine, located off of 35W, is a rapidly growing suburb that is projected to add an additional 33,000 people by 2030. With population growth in other cities along the 35W corridor, the 35W labor shed could be a potentially huge source of employees for new development in Shoreham Yards.

As shown on the map, 29th Avenue is directly linked to 35W via Johnson Street. Johnson

Street is currently lined with traffic, with about 13,000 AADT per day. That number is projected to increase to 18,000 AADT, a figure that does not account for redevelopment at Shoreham Yards. Should the rail yard develop into a major job center, 29th Avenue through Audubon Park could find itself clogged with daily commuters.

Although increases in traffic and greater exposure to the metropolitan area can be negative, sensitive redevelopment and attention to the streetscape can actually take advantage of this scenario. The Audubon Neighborhood Association has expressed a desire to make their neighborhood more attractive to the potential influx of new workers and, optimally, encourage some of them to take up residence in Audubon Park. By implementing this streetscape and urban design plan, the neighborhood hopes to produce the following win-win situation: a revitalized corridor that accommodates new workers and residents while creating a safe and attractive pedestrian environment.

## NORTHEAST LABORSHED



Source: Northeast Community Development Corporation



LEFT: Parking lots and driveways front a streetscape of aggregate concrete and power lines



RIGHT: Typical conditions for 29th Avenue in the foreground, juxtaposed against a verdant Brighton Avenue in the background





# COMMUNITY ENGAGEMENT

## Issues Meeting

In February 2007 at the ANA community meeting, the streetscape project was introduced to the neighborhood. Residents were invited to ask questions and write their ideas for changing the streetscape on a corridor map. Many residents expressed concern with the lack of trees, parking lots that are not screened by vegetation and the growing number of vacant parcels and empty houses on the western end of 29th.

## Visioning Workshop

In March, the neighborhood was encouraged to explore these issues more deeply through a Corridor Strategies survey and Visioning Workshop. In the survey, residents were asked to rank 9 possible improvements to the corridor in order of their importance. Some improvements include:

- improve lighting conditions
- increase density
- calm traffic, among others

Residents were most enthusiastic about improving lighting conditions and calming traffic, while increasing density was least favored by the group. These responses were used to formulate the project goals, which are addressed in the GOALS & STRATEGIES section.

A visioning workshop was also held at this meeting. The purpose of the workshop was to evaluate the design sensibilities of residents in order to educate and use their input in the design process. Four sites (selected to be representative of larger stretches of the corridor) were chosen. Residents organized into one of these four groups and evaluated three alternatives for their site. After recording their individual rankings of each

alternative, groups were then encouraged to select an alternative that represented a consensus of each individual member.

In one group, fears about density were partially allayed through this exercise. Most residents in this group reacted negatively towards a 3-story, transit-oriented apartment building alternative, which was reflected in individual scores. However, upon discussing issues such as parking and the prospect for new neighbors, higher tax base and new businesses, the group as a whole selected the densest alternative. This shows that slight increases in density (in accordance with current zoning) are not out of step with the design sensibilities of residents.

Full documentation of the workshop is available in the appendix.

## Concept Plan Reviews

Audubon Park residents also provided feedback on two concept plans. The first concept plan covered 29th from Central to Johnson. Residents liked the additional vegetation, focus on pedestrian experience and signage, but called for removing substandard housing, more bump-outs and a greater emphasis on navigation.

At the second concept plan meeting, residents liked the use of vegetation to create enclosure and calm traffic, but wanted a more refined plan to evaluate. Comments from these meetings can be found in the appendix.

## Johnson Street Business Survey

In Summer, 5/20 businesses responded to a streetscape survey of what they felt is most needed on Johnson Street. Results and comments are available in the appendix.



issues meeting



issues



visioning workshop



visioning workshop

## SELECTED RESPONSES

### ISSUES MEETING | February

- > more sidewalks, speedbumps for safety
- > add boulevard trees and garden spaces
- > colored crosswalks and benches in park

### VISIONING WORKSHOP | March

- > add bump-outs
- > bury power lines and utilities
- > add trees

### CONCEPT PLAN REVIEW 1 | May

- > propose higher densities at transitional zones
- > create a more uniformly green appearance
- > add signs for navigation
- > use traffic calming techniques

### JOHNSON ST. BUSINESS SURVEY | June

**MOST NEEDED:** waste receptacles, pedestrian-level lighting, boulevard trees, bike racks, cafe seating, flower urns

- > add anything that could help slow down traffic on Johnson
- > add a mid-block crosswalk

### CONCEPT PLAN REVIEW II | August

- > like gateway signs at Stinson, School and Parkway
- > add temporary plantings to mask parking lots
- > like prospect of multi-parcel redevelopment

More responses from all meetings and the survey are available in the appendix



# 29th Avenue NE



# GOALS & STRATEGIES

Given the study area’s issues with traffic calming, pedestrian safety, development and an overall bleak streetscape, this section establishes the project goals. The goals for this project are separated into the following two categories:

- **Design Goals:**  
prioritize the physical design needs of the corridor
- **Organizational Goals:**  
are targets for implementing the project from an advocacy and organizational perspective

This section addresses design goals for the project. Organizational goals and a project timeline are covered in the Implementation section.

## Design Goals

Design goals were formulated through a combination of analysis and community engagement through a visioning workshop held early in the project. Participants were asked to rank a list of 10 priorities for 29th Avenue. The workshop also included a more engaging visual preferences exercise that involved discussions about streetscape furniture, density and livability. Following that March meeting, concept plans were then vetted by the community.

The entire public engagement process is covered in the Engagement section; this section incorporates the results from the design goals survey to formulate a project framework.

Participants in the visioning workshop were asked to rank the following priorities:

- Improve lighting conditions
- Calm traffic
- Increase density
- Improve visibility and sightlines from side-walks
- Accommodate bicyclists
- Introduce more vegetation (trees, plants, flowers)
- Provide more street furniture (benches, sculptures, waste receptacles)
- Beautify the streetscape (murals, banners, brick pavers, fences)
- Establish housing design guidelines

As a whole, participants felt that the main priorities should be to improve lighting conditions and calm traffic along the corridor. Participants were ambivalent about numbers 4 and 6-10, which included visibility, streetscape furniture, vegetation, accommodating bicyclists, beautification, design guidelines. At the low end of the scale, the group as a whole gave “increase density” a 7/10, which supports a general feeling that density is not appropriate for the neighborhood. More discussion of this phenomena is discussed in the Engagement section.

More telling, however, are the comments that participants were invited to submit during the visioning workshop. The comments were fairly consistent in terms of content, and, because of this, could be organized into one of four categories. These four categories comprise the core design goals for the project. The categories and respective questions are presented at right.

Using the strategies and goals formulated by workshop participants, several strategies have been synthesized and are used to guide the plan. They are presented at right.

## CORE DESIGN GOALS

- comments from visioning strategies workshop

### IMPROVE HOUSING CONDITIONS

- Improve housing stock (very important)
- Remove dilapidated buildings (very important) (2)
- Convert apartments to affordable condos (important) (2)
- Upgrade appearance of apt. bldgs on N side of 29th (very important)
- Loans/incentives for structural/cosmetic improvements to rental properties along corridor (important)

### CREATE A GREEN CORRIDOR

- Put boulevard strips back in
- Add trees (important) (2)

### ENHANCE THE PEDESTRIAN ENVIRONMENT

- More visibility of Park signage
- Install trash receptacles
- Hide/bury utilities (4)
- Wider sidewalks
- Graffiti cleanup and garbage pickup (very important)
- Continue improvements from Central to HWY 88 (important)
- Tear up and replace streets, sidewalks and curbs (very important) (2)
- Add bump-outs (important) (3)
- Mirror streetscape of 29th Ave in St. Anthony through residential areas (important) (2)

### MAKE 29TH AVENUE SAFER

- Create a vibrant, safe destination (important)
- Calm traffic
- Create a vibrant, safe destination (important)
- Police bike patrol (important)

## PROJECT DESIGN GOALS

- + project strategies

### 1) IMPROVE HOUSING CONDITIONS

- + Establish urban design guidelines
- + Highlight development opportunities in select locations along corridor

### 2) CREATE A GREEN CORRIDOR

- + Introduce flowering intersections
- + Install green strips of at least 4’ in width
- + Engage the streetscape along Audubon Park
- + Add boulevard trees

### 3) ENHANCE THE PEDESTRIAN ENVIRONMENT

- + Enhance the retail node at 29 + Johnson
- + Create corridor signage for better navigation
- + Install street furniture such as trash receptacles, benches, bike racks
- + Shorten the distance between curbs at intersections using bump-outs
- + Hide/bury utilities
- + Explore opportunities for public art

### 4) MAKE 29TH AVENUE SAFER

- + Build a safer crossing for Northeast Middle School students
- + Make crossings more visible
- + Create a vibrant, safe destination
- + Use traffic calming techniques





# PLANS & PRECEDENT

## The Minneapolis Plan

The Minneapolis Plan's land use policy for Northeast, last updated in December 2003, serves as the foundation for streetscape enhancements. While the plan is generally limited to land uses along the street, Minneapolis CPED has created a set of policies that serve to channel redevelopment into corridors, districts and nodes. Naturally, this has implications for the viability of streetscape redesign projects. Should the city's policies call for increased density and redevelopment along Central Avenue, for example, this could lead to a higher tax capacity in Audubon Park. The additional tax capacity would provide for assessments to pay for the reconstruction of roads, sidewalks and other streetscape enhancements along adjacent corridors. Although property assessments are not the only mechanism by which to fund streetscape projects, they often comprise the bulk of financing.

Central Avenue and Johnson Street are designated community corridors. Central Avenue intersects 29th on the west end. Johnson Street intersects 29th in the center of the corridor, which is the locus of a three block long retail area to the north and south.

## Community Corridors

Community corridors have the following characteristics:

- Streets connect more than 2 neighborhoods
- Corridors have a land use pattern that is primarily residential with intermittent commercial uses clustered at intersections in a pattern of nodes.
- Streets are generally minor arterials by the City's street classification system, with some exceptions
- Streets carry a range of traffic volumes, a minimum of 4,000 average annual daily traffic (AADT) up to 15,000 AADT and greater.

- Streets carry a heavy volume of traffic but are not necessarily the principal travel routes for a specific part of the city.
- Corridor land use and building form exhibit traditional commercial and residential form and massing
- Commercial uses on community corridors are generally small-scale retail sales and services serving the immediate neighborhood

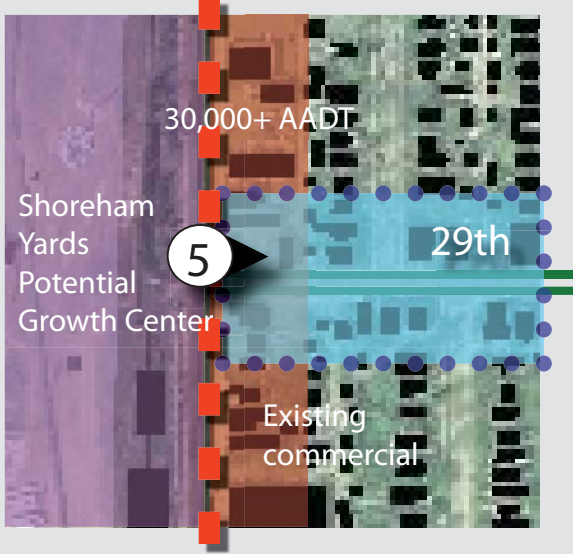
## Commercial Nodes

Commercial nodes usually occur at the intersection of community corridors in retail areas. The commercial node at the intersection of 29th and Johnson is unique in that it is completely surrounded by residential uses. According to the Minneapolis Plan, commercial nodes are defined by the following:

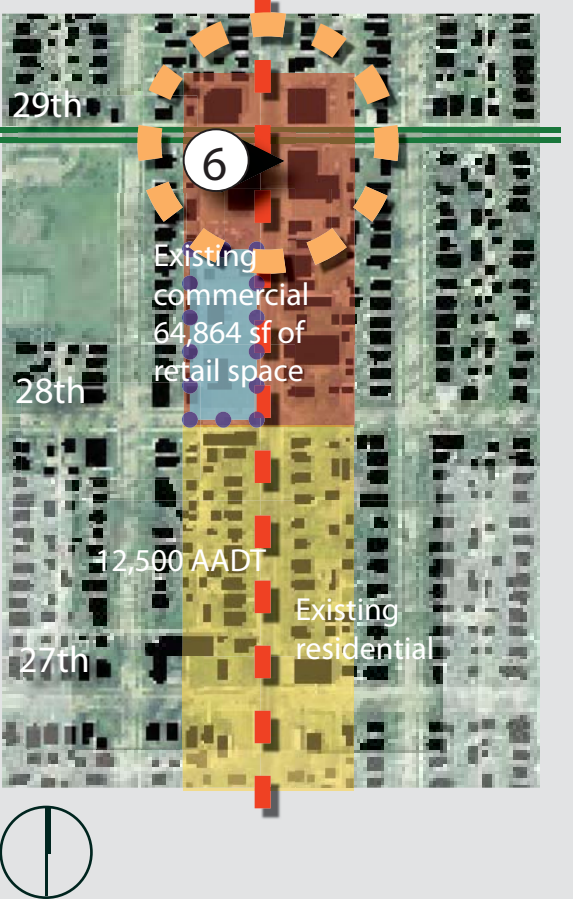
- Nodes provide at least three retail or service uses to residents of surrounding neighborhoods
- Nodes are oriented to pedestrian traffic, with few automobile-oriented uses
- Nodes generally have between 10,000 to 100,000 square feet of retail or service floor area
- Nodes generally have a trade market area ranging from 2,000 to 12,000 people
- Nodes generally appear at the intersections of community corridors

With higher density redevelopment concentrated on the community corridors, 29th could experience some of the negative effects of higher intensity development without significant development actually on the corridor. This includes traffic and over-scaled buildings. Thus, this plan proposes streetscape and redevelopment concepts which promote growth that is sensitive to existing development.

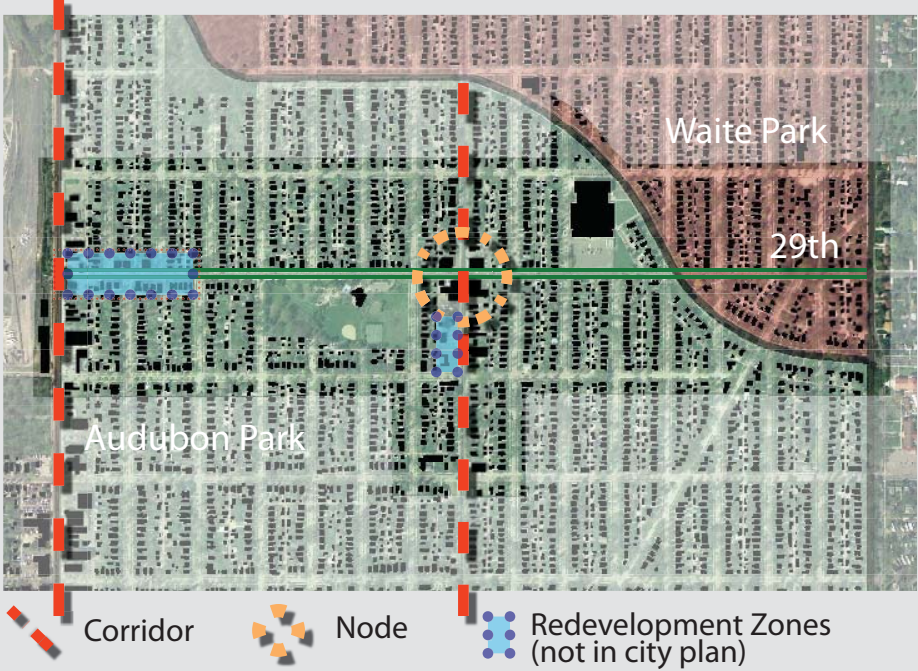
## Central Avenue @ 29th



## Johnson Street, 27th-29th



## OVERVIEW OF NODES & CORRIDORS



Central Avenue is the main street of Northeast Minneapolis. As of 2000, the corridor had over 30,000 AADT (average annual daily trips). By comparison, Highway 36 just west of 35W has an AADT of around 80,000. Central Avenue forms the eastern boundary of Shoreham Yards, which has been designated as a potential growth center. Should light industrial and commercial redevelopment occur at Shoreham, the intersection of 29th and Central would be dramatically impacted in terms of traffic and redevelopment potential. With irregularly-shaped and outdated commercial buildings just across from Shoreham Yards and access to transit, the intersection is ripe for redevelopment. However, redevelopment at this intersection must be sensitive to residential uses along 29th to the east.



The commercial node at 29th and Johnson features a coffee shop, restaurants, clinics and other services. There is a total of 64,864 sf of retail space, putting the node at the upper end of the range for similarly-designated areas. Traffic from 35W to the south is a significant factor and is projected to grow.

# 29th Avenue NE



# PLANS & PRECEDENT

## Land Use & Zoning

Land uses and zoning have an impact on the function, form and appearance of streetscapes. By examining the intensity and form of development allowed under a given zone, one can predict with some certainty what a redeveloped parcel might look like in the future and propose appropriate design solutions. Zoning also regulates building form and lot coverage, which has an impact on enclosure and future parking needs along the streetscape.

## Current Land Use

As indicated by the node, community and commercial corridors, most of the commercial and office uses are clustered along Johnson Street and Central Avenue. At the intersection of 29th and Central, there is currently an auto body shop with a parking lot facing the street. Other auto-related uses line Central to the north and south, forming an irregular pattern of small historic storefronts and parking lots. Recently, ornamental fencing, bushes and trees were installed at the intersection, serving to partially mask the expanse of asphalt. While a parking lot is not a favorable use of the land at such a prominent gateway into the neighborhood, the open space forms a plaza-like space that serves as an excellent design precedent.



To the east of this intersection is a handful of multi-family structures. These include duplexes, four-plexes and a three-story apartment building. Housing quality is generally poor and a few of the properties have recently foreclosed.

Johnson Street is a much more vibrant commercial corridor. The map at right shows a sample of businesses along Johnson Street, depicting the variety and healthy mix of clinics, coffee shops, boutiques, etc. However, two parking lots - a free parking lot provided for customers and a clinic parking lot - encourage

pedestrian crossing mid-block. There is also a vacant city-owned lot at 28th + Johnson that provides an excellent redevelopment opportunity. Options for redeveloping Johnson street are discussed in a later section.

Much of the remaining land uses are devoted to single family detached residential. Housing quality generally improves east of Central Avenue approaching the park.

## City Zoning

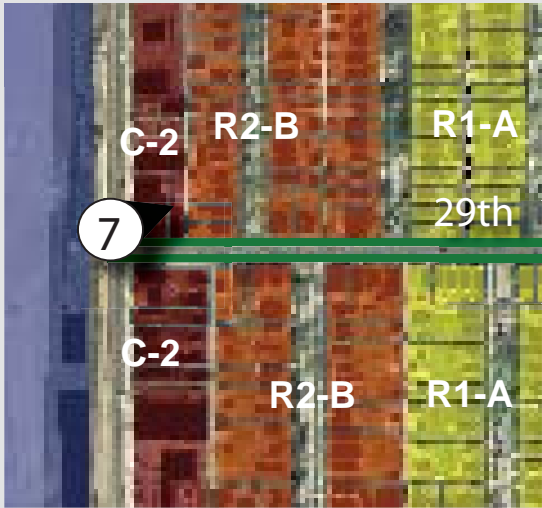
Zoning plans for the study area envision a relatively similar pattern of land use with infill and increased density at select locations. These locations include Johnson Street and Central. As indicated by the enlarged zoning map at right, R2-B zoning is proposed just east of Central to Polk on the north side and on either side of Polk on the south side. Low to medium density infill is appropriate here, while medium density mixed use (housing/office/retail) would be permitted in the C-2 zones along Central. If redeveloped at its highest permitted density, this stretch of 29th could form a gradient from medium density structures at Central to detached homes three blocks east.

Another infill opportunity is Johnson Street from 27th to 28th. R2-B zoning is also proposed here. However, as opposed to the multi-family structures east of 29th + Central, this block is currently lined with detached homes. According to R-2B zoning, low to medium density housing is appropriate here, which could mean row housing or 2-3 story apartment structures.

On the south end of this block at Johnson + 27th, neighborhood commercial zoning is proposed. Together with the existing church and fire station, this intersection could be redeveloped into a gateway node into the Johnson Street Merchants commercial area.

For a complete description of zoning codes within the study area, please consult the appendix.

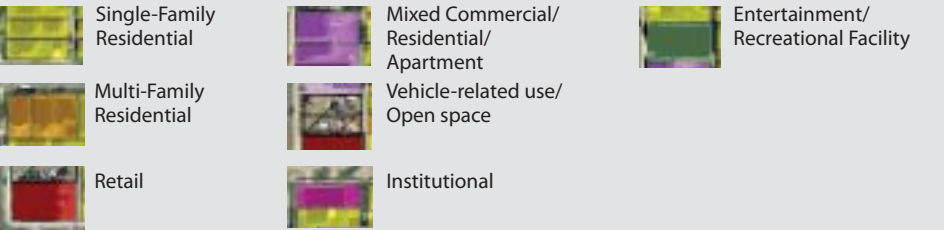
Central Avenue @ 29th  
CITY ZONING MAP



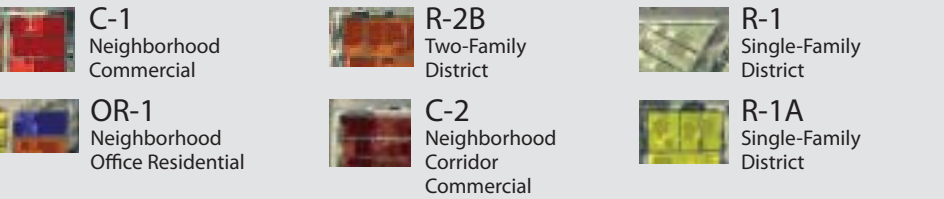
Johnson Street, 27th-29th  
SAMPLE BUSINESSES



CITY LAND USE MAP



CITY ZONING MAP





29th Avenue, St. Anthony Village









East of Stinson Parkway, 29th Avenue enters the Village of St. Anthony. Under a different jurisdiction, the avenue has recently received a facelift that includes bump-outs, retaining walls, street trees, pedestrian-level lighting and grassy boulevard strips. During the engagement process in Audubon Park,, several residents suggested replicating some of the features of St. Anthony Village's stretch of 29th in Minneapolis. This section provides an analysis of the design features found in St. Anthony Village and evaluates them in terms of their applicability to 29th west of Stinson.

29th in St. Anthony Village features many positive design features that would be applicable to the streetscape in Minneapolis. Listed in the table at right is an evaluation of these design features. Bump-outs are a distinguishing feature of the corridor and, in some locations, are as wide as 15' from curb to sidewalk. This provides a large grassy area in which to put trees and other vegetation. However, trees along the boulevard strips are pulled back from the street when they

could be used as traffic calming devices. In addition, there is no other vegetation at these intersections aside from the occasional flower bed planted and maintained by residents.

Pedestrian-level lighting is also a feature of the corridor. While lighting is a useful crime deterrent, light poles that are too high can produce light pollution for residents and glare. In its lighting policy, Minneapolis mandates the use of a 12' pole in residential areas.

Silver Lake Road is an important thoroughfare in the city. It connects Silver Lake Village, a recently-renovated retail area and major traffic generator to the north with New Brighton Boulevard, a 55-m.p.h highway to the south. Naturally, the intersection of 29th + Silver Lake Road is busy. The aerial image below right illustrates how the city used traffic calming devices to accomodate both drivers and pedestrians. These features include colored crosswalks, bump-outs and trees. Even a simple white line before the crosswalk is a highly effective way to alert drivers to a pedestrian crossing. This basic scheme can be used for important intersections along 29th in Audubon Park.

PRO		CON	
	3'-4' high retaining walls along select properties	Made of standard landscape blocks instead of a unique material like brick or stone	
	Buried power lines in most places		
	Bump-outs serve to calm most traffic intersections to a degree	Bump-outs do not greatly shorten crossing distance or make intersections visible	
	Trees in boulevard strips	Only grass and trees in strips; no planters, bushes or streetscape furniture	

29th AVENUE, STINSON PARKWAY TO SILVER LAKE ROAD



29th + Stinson Parkway



The purple dashed lines at left illustrate the substantially larger set-backs on the St. Anthony Village side (east) of Stinson Parkway. Moreover, houses on the Minneapolis side are more traditional. This is an urban design precedent that can be enhanced with a minor gateway into Minneapolis.

29th + Silver Lake Road



Because of a center turn lane, the intersection was designed to accommodate half-sized bump-outs. Additionally, colored pavement provides a visual cue of the crosswalks. However, since the sidewalks follow the curb at bump-outs, there is no room for trees or flowers.





# CASE STUDIES

## 50th + France, Edina

50th + France is an upscale shopping district located just west of south Minneapolis. 50th Street is a major east-west route through Minneapolis and Edina, while France connects the intersection with smaller retail areas to the north and Southdale shopping center to the south. As an upscale, boutique and cafe-oriented destination, 50th + France is replete with fountains, arcades, landmark architecture and pedestrian-oriented sidewalks. While the scope and scale of development and landscaping is not appropriate for Johnson Street, some of the urban design principles and streetscape items are.

As the table at right illustrates, the district uses streetscape furniture to give the district a sense of place. Maps and signs orient customers, pedestrian-oriented lighting emblazoned with the 50th + France logo line the streets and standardized flower urns can be found throughout. Extensive landscaping along the street creates shady places for a quick lunch or conversation.

Although 50th and France are heavily-traveled roads, there are two mid-block crossings along 50th Street. The crossings are simply two bump-outs with a standard "stop for pedestrians in crosswalk" sign in the median. Two flashing lights can be found on either crossing as a vehicle enters the district.

Johnson Street is faced with a similar problem. Most of the retail is between a long block (600' in length) between 28th and 29th Avenues. Because of this length, there is a propensity to jaywalk. This local example shows that mid-block crossings are safe and feasible along a road that has an even greater amount of traffic than Johnson Street.

## 43rd + Sheridan, Linden Hills, Minneapolis







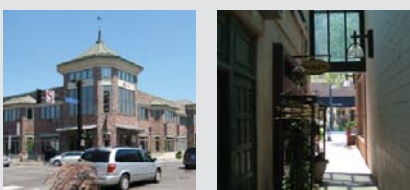

Linden Hills is a neighborhood in south Minneapolis. Located west of Lake Harriet, the neighborhood is home to a low-density streetcar retail node that is very similar to the retail node at 29th + Johnson. Like 29th + Johnson, Linden Hills is bracketed by large expanses of surface parking to service the retail area. However, through the clever use of pocket plazas, hedges, flowers, trees and fences, much of the asphalt is masked or even invisible to pedestrians.

Additionally, three out of the four approaches to the intersection of 43rd + Sheridan have flowering medians. These medians serve to provide a cue that the node is a pedestrian-oriented area in an aesthetically-pleasing way. They are also used to slow down cars as they approach an intersection or heavily-traversed crosswalks.

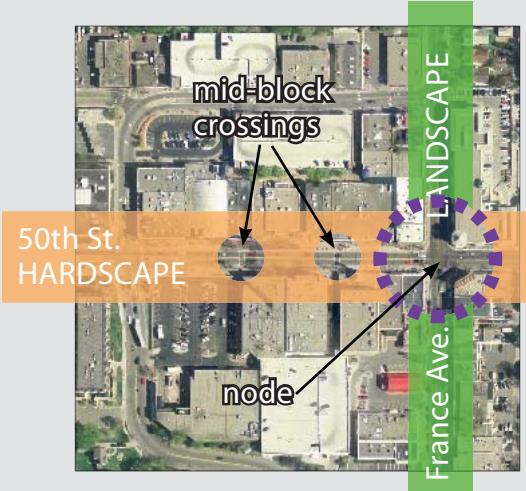
While there is little room for medians along Johnson Street, an MSA route, Linden Hills' pocket plazas are applicable to Audubon Park.



Pocket plaza at the intersection of 43rd + Sheridan

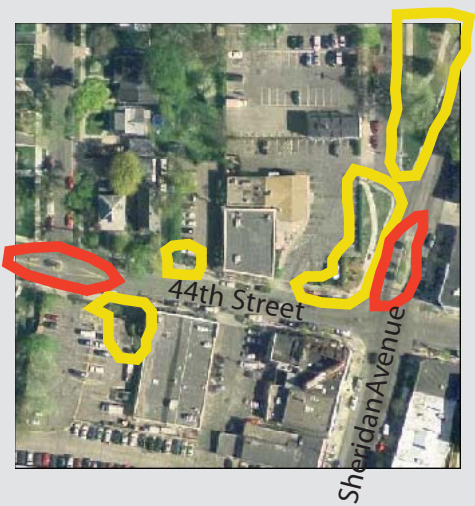
	50th + France	Linden Hills
STREETSCAPE FURNITURE	A logo incorporated into lighting and a map give the area identity. Bollard lighting defines and illuminates the street. 	Benches and tables are incorporated into pocket plazas along the sides of buildings, at intersections and near the curb. 
LANDSCAPE	Raised planters provide a place to sit along the street. Boulevard trees and planters soften building edges. 	Simple investments like arbor vitae, trees and decorative fences effectively screen large expanses of asphalt. 
PEDESTRIAN SAFETY	Bump-outs and crosswalks marked with flashing lights, bollards and planters create a safe crossing across busy 50th St. 	6'-8' wide medians narrow the driving lane and signal to drivers that Linden Hills is a pedestrian environment. 
DEVELOPMENT PATTERNS	An office/retail building is a landmark at an important node. Arcades create unique suites for retail. 	With 1-2 story office and retail buildings, building form and uses are strikingly similar to those of Johnson Street. 

## 50th + France



There is much to learn from this district's urban design principles. The node at 50th + France is well defined through its architecture. Traffic is slowed down with mid-block crossings along 50th and both corridors are contrasted through the use of hardscape vs. landscaping.

## Linden Hills



While Linden Hills appears to have a substantial amount of asphalt from the air, careful screening and attention to the pedestrian environment masks the asphalt at grade level. Pocket plazas (yellow) and flowering medians (red) are encircled at left.





Both 29th Avenue NE and Johnson Street NE are designated Metropolitan State Aid (MSA) routes. MSA is a state-funded program that allocates money to cities that meet a minimum population threshold of 5,000 people. A complex formula is applied to each city in order to determine its share of MSA dollars; the formula includes factors such as population and basic city needs.

Each city is responsible for allocating the state money it receives towards MSA projects. Any proposed capital improvement project, whether it concerns a MSA or non-MSA route, must be submitted to the capital improvement process (CLIC in Minneapolis). Should the city choose to use MSA money to reconstruct 29th Avenue or Johnson Street, the design must conform to state aid design standards. Chapter 8820 of the Minnesota Constitution outlines the minimum design standards for MSA roads.

The MSA program can only be used to fund specific elements of a construction/reconstruction project. Some of these elements include curb & gutter, drain tile, retaining walls, land acquisition, etc. Moreover, the program places limitations on other elements. For example, MSA dollars can only be used to fund up to 25% of engineering costs and 5% of landscaping. For a complete list of the items that MSA can and cannot fund, please consult the document "State Aid Funding Eligibility" in the appendix.

The tables at right have been extracted from Minnesota Rules 2003, Chapter 8820 (pp. 43-44), which is the legal standard for state aid projects in Minnesota. For any new MSA reconstruction projects of a given functional classification, traffic volume and design speed, the basic standards for width, curb reaction distance and parking lane width must be met.

As of 2005, 29th Avenue between Central and Johnson has 1,700 average daily trips (ADT). ADT is the total number of estimated trips along a corridor divided by 365. To yield the projected ADT, the MSA office uses a projection factor of 1.5, which means that 29th is expected to increase its ADT to 2,550 within an indeterminate amount of time. 29th Avenue from Johnson to Stinson actually has more traffic, with 2,800 ADT and a projected ADT of 4,480.

Johnson Street has far more daily traffic, with a 2005 ADT of 12,500. While the ADT could potentially increase to 18,750, this is the worst case scenario and is based on the standard projection factor of 1.5. Even so, this projection underlines the need to address impending safety issues as a result of increased traffic.

As illustrated by the tables at right, traffic counts and projections are used when determining a MSA project's minimum design standards. Because 29th Avenue falls below the 10,000 ADT threshold, the corridor must follow slightly different design guidelines than Johnson Street.

Curb reaction distance is only required for stretches of curb without adjacent parking. While most of the corridor has on-street parking, any bump-outs that are proposed will require 2'-4' of separation between the driving lane and the bump-out.

Based on these guidelines, two possible concepts for both corridors are proposed for 29th just west of Fillmore and Johnson south of 29th. The concepts show that, given the right of way available and MSA design standards, it is possible to incorporate boulevard trees with at least a 4' wide boulevard.

MSA Guidelines, 29th

Functional Classification/ Projected Traffic Volume	Design Speed	Lane Width (a)	Curb Reaction Distance (e)	Parking Lane Width
Collectors or Locals with ADT <10,000	30-40	11' (b)	2'	8'

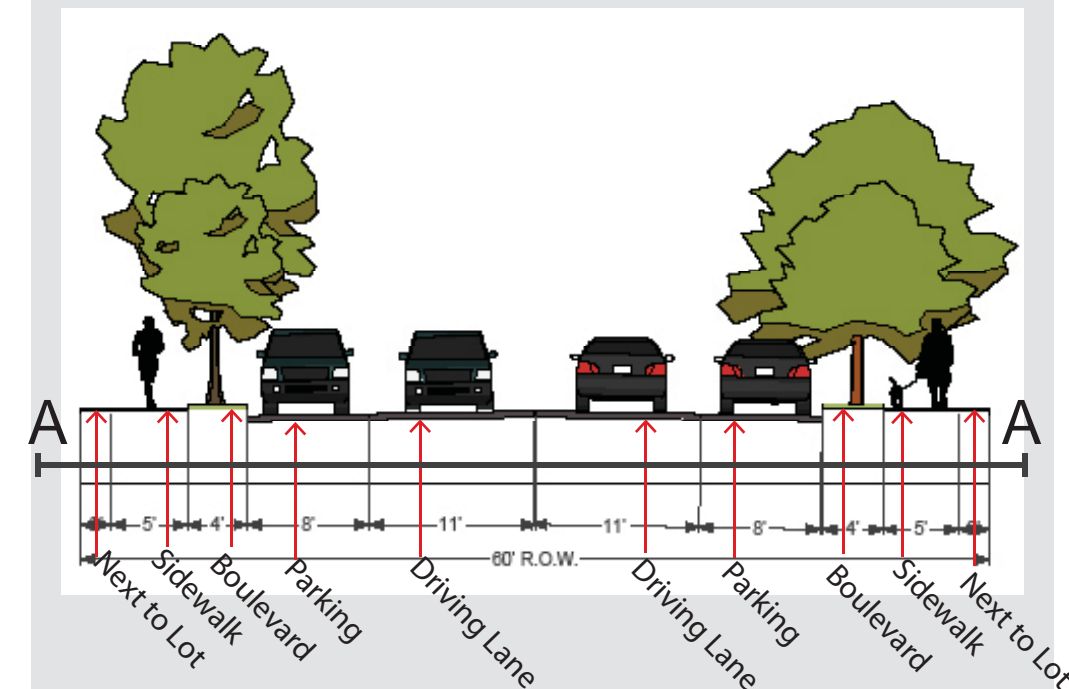
- (a) N/A  
(b) Wherever possible, lane widths of 12', rather than 11', should be used  
(c) N/A  
(d) N/A  
(e) Curb reaction must be provided only where parking is not provided

MSA Guidelines, Johnson

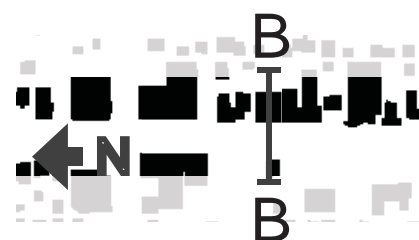
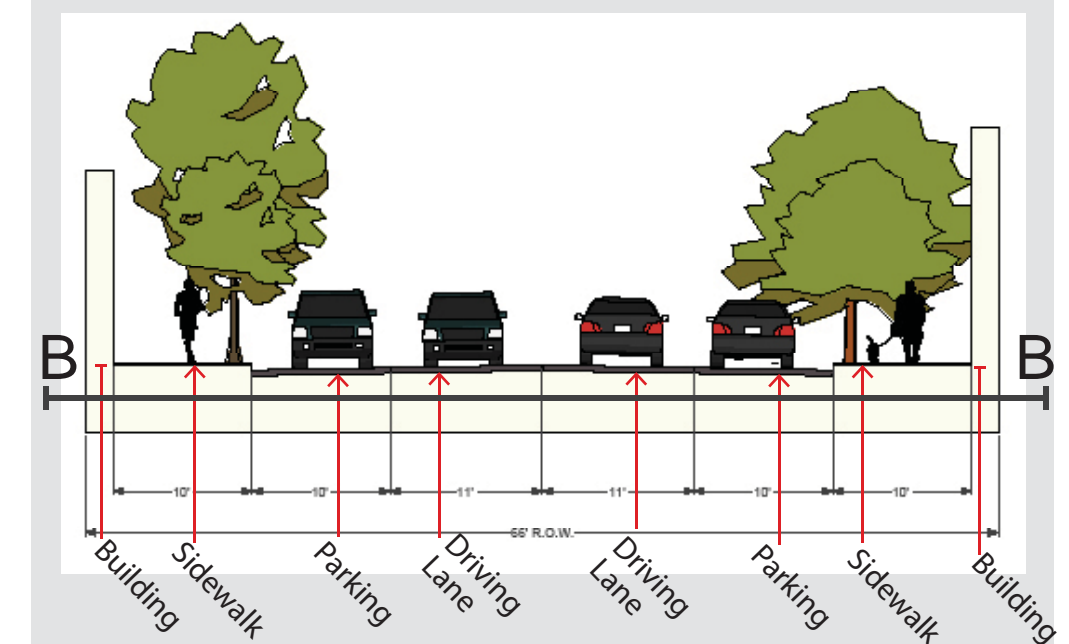
Functional Classification/ Projected Traffic Volume	Design Speed	Lane Width (a)	Curb Reaction Distance (e)	Parking Lane Width
Collectors or Locals with ADT >10,000	30-40	11' (b)	4' (c)	10'

- (a) N/A  
(b) Wherever possible, lane widths of 12', rather than 11', should be used  
(c) N/A  
(d) N/A  
(e) Curb reaction must be provided only where parking is not provided

PROPOSED CROSS SECTION FOR 29TH BASED ON MINIMUM MSA DESIGN STANDARDS



PROPOSED CROSS SECTION FOR JOHNSON BASED ON MINIMUM MSA DESIGN STANDARDS



Johnson Street NE



29th Avenue NE



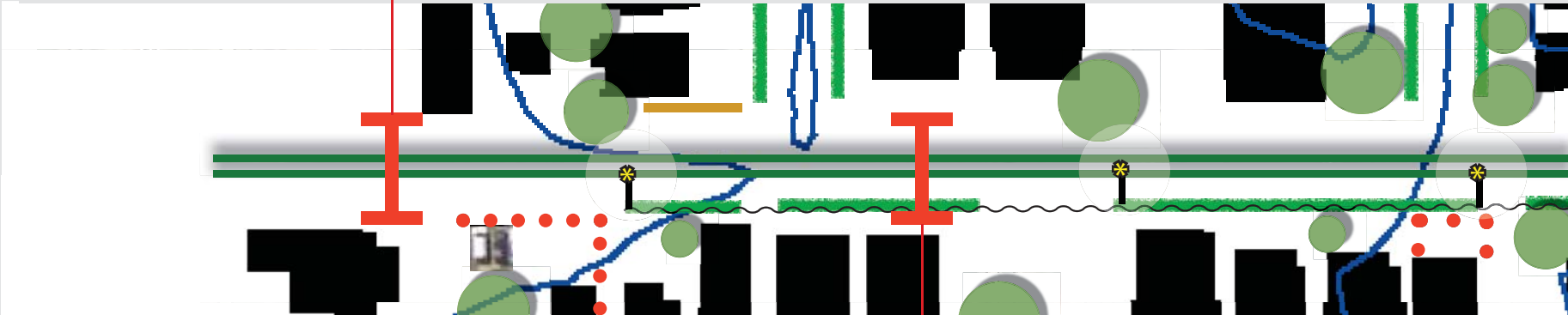
INVENTORY & ANALYSIS

central to lincoln

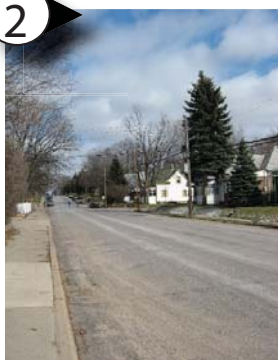
Central Avenue Gateway



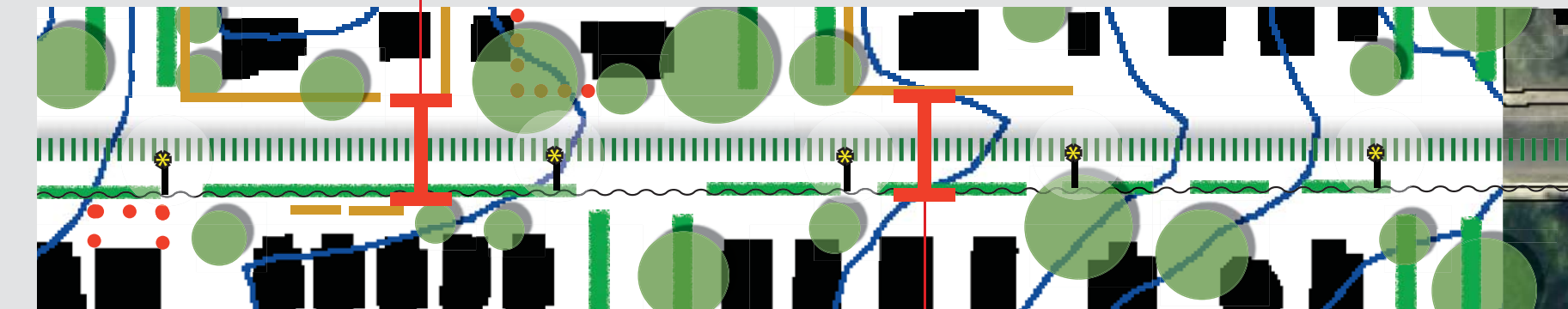
in feet	North	South	North	South
Road width	20.0	20.0	20.0	20.0
Next to Road	0.0	2.5	2.5	0.0
Next to Lot	2.5	2.5	2.5	2.5
Sidewalk	7.5	5.0	5.0	7.5
Right of way	30.0	30.0	30.0	30.0



Residential



in feet	North	South	North	South
Road width	20.0	20.0	20.0	20.0
Next to Road	0.0	2.0	2.0	2.5
Next to Lot	2.5	3.0	3.0	2.5
Sidewalk	7.5	5.0	5.0	5.0
Right of way	30.0	30.0	30.0	30.0



Audubon Park Residential



in feet	North	South	North	South
Road width	20.0	20.0	20.0	20.0
Next to Road	0.0	0.0	0.0	0.0
Next to Lot	2.5	5.5	5.5	2.5
Sidewalk	7.5	7.5	7.5	7.5
Right of way	33.0	30.0	33.0	30.0



RIGHT OF WAY  
DIMENSIONS

Tree

Grassy Boulevard Strip

Power Line

5' Contour

High-level lighting

Wall

Fence

Building

Parking Lot





Central Avenue Gateway

In terms of trees, this district is the most barren of the entire study area. Only a handful of trees exist along the two block district, due in large part to the presence of larger apartment buildings. This area also has fewer cobra head-style lights than other districts.

Currently, the intersection of Central and 29th consists of an auto repair shop, a small restaurant

and a hodgepodge of houses, small retail and vacant storefronts. The auto repair shop's parking lot (NE corner of the intersection) offers a good design precedent for a type of plaza or gateway. Another important precedent is the square facades of the apartment buildings extending east of Central. Should redevelopment occur, square facades will help to distinguish the district as a gateway. A redesigned streetscape should also make provisions for a bus stop, cafe seating and boulevard trees.



Residential

Small, single family and duplex homes predominate. Intersecting streets continue their irregular pattern; there are no four-way intersections until Fillmore. Polk Street comes closest to intersecting across 29th; this may be an ideal location for a pedestrian-friendly crossing. In addition, the steepest part of 29th is between Polk and Fillmore Streets. 29th is relatively flat west of the northern extension of Polk Street.

Because of the hilly terrain, retaining walls and fences are more common. This may be a design precedent to capitalize on, especially for the steep section between Polk and Fillmore.

The house at the NW intersection of Taylor and 29th is a good example for the rest of the district. Large, pruned trees provide a large canopy over the street. A white picket fence shields the driveway along 29th, which also serves to delineate private from public space.



Audubon Park Residential

Moving eastward, Audubon Park forms the southern half of this district. While not as steep as the hill due west, 29th has a considerable incline from Fillmore to Buchanan Streets. The SE corner of Fillmore and 29th is the obvious location for a park sign. A main entrance path terminates at this corner and tall spruce trees frame the corner in a bow configuration. A slight berm at the corner provides for a sign set into the earth.

Buchanan street is the main entrance to the park and is also an intersection with a semaphore. This is where both pedestrians and cars enter. With no vegetation on either side of the street and a substantial hill that begins due west of this intersection, drivers are inclined to speed through the intersection without coming to a full stop.

A greater sense of enclosure is needed to calm traffic, while a high-visibility entrance with flowers and trees is appropriate for this intersection.





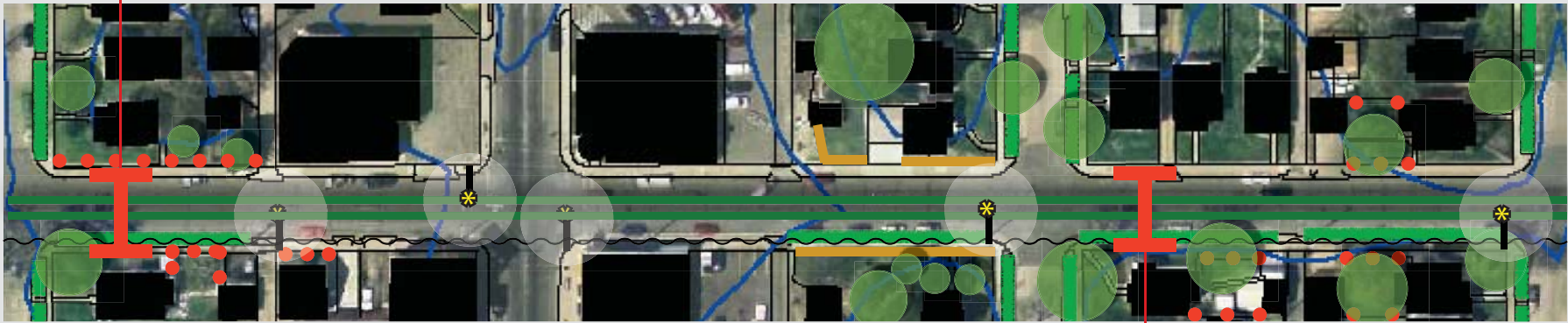
INVENTORY & ANALYSIS

lincoln to stinson

Johnson Street Commercial Node



in feet	North	South	North	South
Road width	20.0	20.0	20.0	20.0
Next to Road	0.0	2.5	2.5	2.5
Next to Lot	2.5	2.5	2.5	2.5
Sidewalk	7.5	5.0	5.0	5.0
Right of way	30.0	30.0	30.0	30.0



Middle School + Parkway



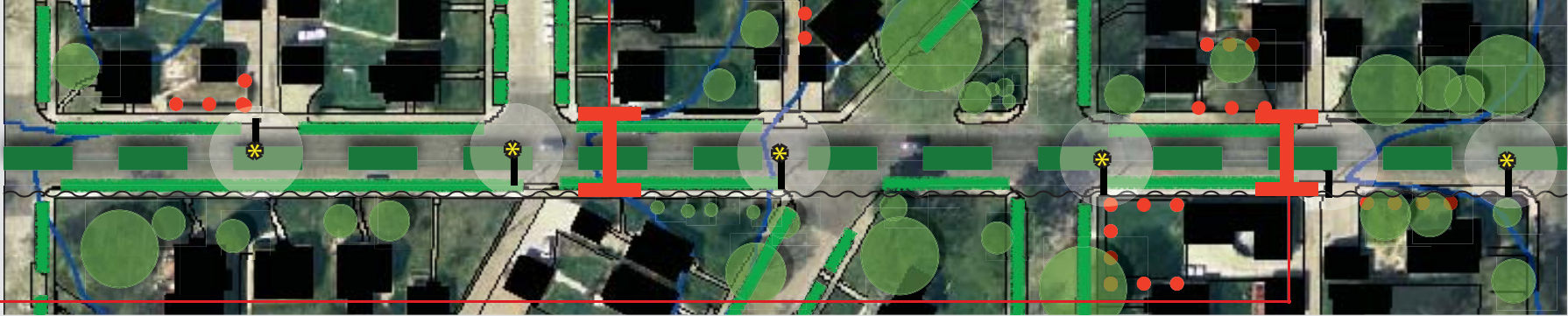
in feet	North	South	North	South
Road width	20.0	20.0	22.5	20.0
Next to Road	2.5	2.5	0.0	2.5
Next to Lot	2.5	2.5	1.0	2.5
Sidewalk	5.0	5.0	6.5	5.0
Right of way	30.0	30.0	30.0	30.0



Minneapolis Gateway



in feet	North	South	North	South
Road width	20.0	20.0	20.0	20.0
Next to Road	1.5	1.5	2.5	1.5
Next to Lot	2.5	2.5	2.5	2.5
Sidewalk	6.0	6.0	6.0	5.0
Right of way	30.0	30.0	30.0	30.0



Tree

Grassy Boulevard Strip

Power Line

5' Contour

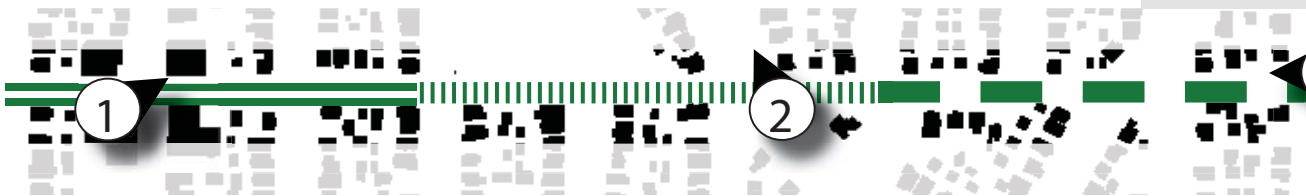
High-level lighting

Wall

Fence

Building

Parking Lot





Johnson Street Commercial

The intersection of 29th + Johnson is a city-designated commercial node. In form and operation, three of the four corners of this intersection meet the parameters of this designation. However, the NW corner, currently a laundromat and clinic, has parking at the front of the building abutting Johnson Street. This expanse of asphalt takes the significance of the intersection. Given the size of the parcel, mixed-use redevelopment is possible and should feature a

landmark corner with a turret-like structure. This concept is similar to the intersection of 50th + France.

29th Avenue, a residential corridor, should visually contrast with the commercial corridor. This might include dense boulevard trees along 29th and more streetscape furniture along Johnson. In keeping with the landmark nature of the intersection, bump-outs should feature flower beds, bollards, flower urns and other decorative features.



Middle School + Parkway

Northeast Middle School has an enrollment of about 500 students. Many of these students cross 29th and Hayes Street daily, making this intersection a priority. Although there is currently a semaphore at Hayes, the distance from curb to curb on 29th is 42'-6"; the crosswalk is far too wide for pedestrians, let alone students. The visibility of the intersection is good and should be preserved as much as possible.

29th borders the southern edge of the school, where a large, unnecessary chain link fence stands. The School District's Facilities department plans to retain the parking, so some sort of screening is appropriate.

The Parkway, also located in this district, separates the Audubon neighborhood from Waite Park. A Parkway sign is present, but an Audubon Park neighborhood welcome sign is needed. The distance between the Parkway curbs should be shortened.



Minneapolis Gateway

In terms of the lack of tree cover, this district ranks second to the Central Avenue Gateway. While the district at Central has large apartment buildings, the houses in this district do not prevent large trees from growing.

This district also has some of the most poorly-maintained sidewalks. The picture at right is just one example. Many sections of sidewalk have cracked and are sprouting weeds, which, when

combined with a treeless boulevard, produces an overall bleak environment.

Contrary to the rest of the district, the intersection of 29th + Stinson is an attractive entrance into the city. The building forms, setbacks, large private trees and landscaping contrast nicely with St. Anthony Village across the street. To make the intersection a true city gateway, however, bump-outs, a city welcome sign and brick pavers could be added.







**Johnson Street Commcerial District**

Where retail operates in the two block-long commercial district, most business owners pay substantial attention to the streetscape. As illustrated by photo 1, business owners have invested in signage, flower urns, benches, tables and awnings, among other streetscape items. However, this is not continuous throughout the district. Just 200’ south, a large vacant parcel interrupts the commercial district; this is shown in photo 2.

Additionally, even in areas with continuous retail frontage, there are no trees, pedestrian-level lighting (only 30’ tall fixtures), bike racks, bump-outs or other more permanent pedestrian infrastructure. While there is an ample supply of parking (as determined by a parking study done for the neighborhood in 2005), the location of the parking lots at mid-block is problematic. When customers park in the free lot, they often have little option but to jaywalk.

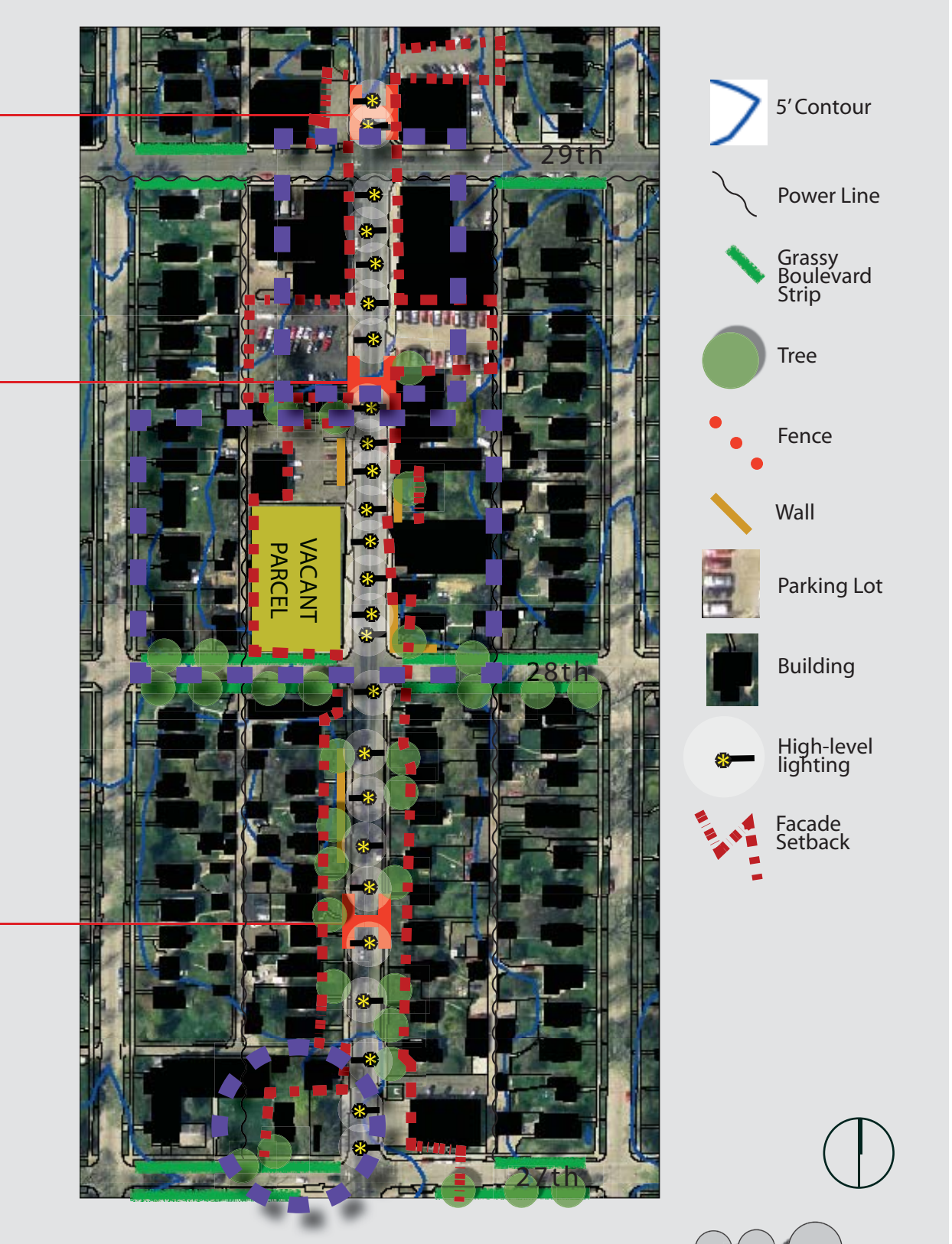
The 2700 block is included in the study area because there are opportunities to synchronize retail development with residential infill. As indicated earlier, the zoning for these parcels is R2-B. The NW corner of Johnson + 27th is also highlighted as an opportunity for a gateway.

RIGHT OF WAY DIMENSIONS

in feet	West	East
Road width	22.0	22.0
Next to Road	0.0	0.0
Next to Lot	3.5	3.5
Sidewalk	7.5	7.5
Right of way	33.0	33.0

in feet	West	East
Road width	22.0	22.0
Next to Road	0.0	0.0
Next to Lot	3.5	3.5
Sidewalk	7.5	7.5
Right of way	33.0	33.0

in feet	West	East
Road width	20.0	20.0
Next to Road	3.5	3.5
Next to Lot	3.5	3.5
Sidewalk	6.0	6.0
Right of way	33.0	33.0





CONCEPT PLAN

central to lincoln

Central Avenue Gateway District



The CENTRAL AVENUE corridor represents one of the largest stretches of potential redevelopment in the neighborhood. By maximizing the zoning of these parcels, it will be more profitable to create a vibrant mixed use and medium-density district. The corridor includes ornamental trees, streetscape furniture and wide sidewalks for sitting. A curved plaza with neighborhood sign provides a space for conversation, waiting for a bus or an outdoor cafe.

Residential District

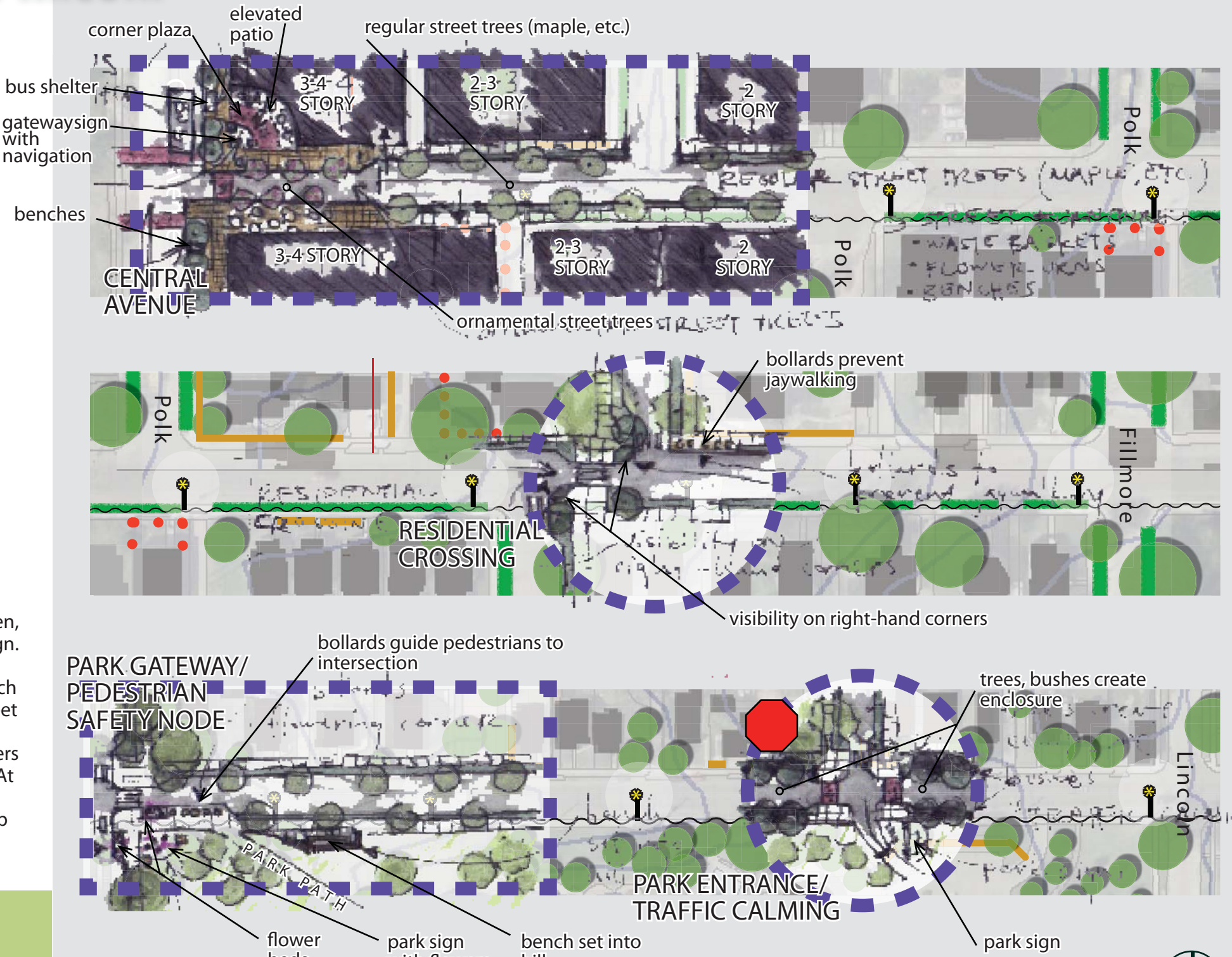


The RESIDENTIAL CROSSING node does two things: it provides a pedestrian friendly crossing between Audubon Park and Central and aims to calm traffic speeding down the hill. While the SAFETY NODE at Fillmore is at the base of an incline, the RESIDENTIAL CROSSING stands at the bottom of a much steeper stretch of road. The bumpouts make the crosswalk visible and calms traffic by framing the roadway.

Audubon Park Residential District



This district has issues with the safety of children, unmarked entrances and an ineffective stop sign. At the PARK GATEWAY/PEDESTRIAN SAFETY node, a park path empties onto the street, which leads many children to bike or run into the street instead of cross at the intersection. Bollards terminate this path. A new park sign with flowers and flower beds mark one corner of the park. At PARK ENTRANCE/TRAFFIC CALMING, bumpouts and dense vegetation control a 3-way stop that most drivers ignore.



**NODES**

Often places where corridors intersect; intersections with points of interest, higher densities, landmarks, etc.

**CORRIDORS**

Longer stretches of road with features that repeat in a pattern

**DISTRICTS**

Groups nodes and corridors that together serve a particular function, e.g., calm traffic, transition, commerce, etc.



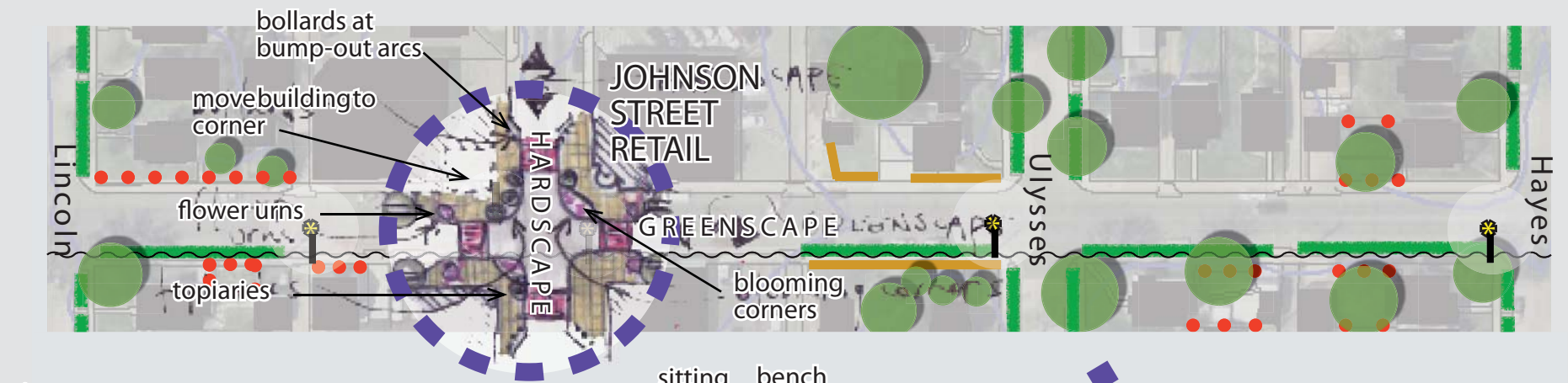


# CONCEPT PLAN lincoln to stinson

## Johnson Street Transitional District



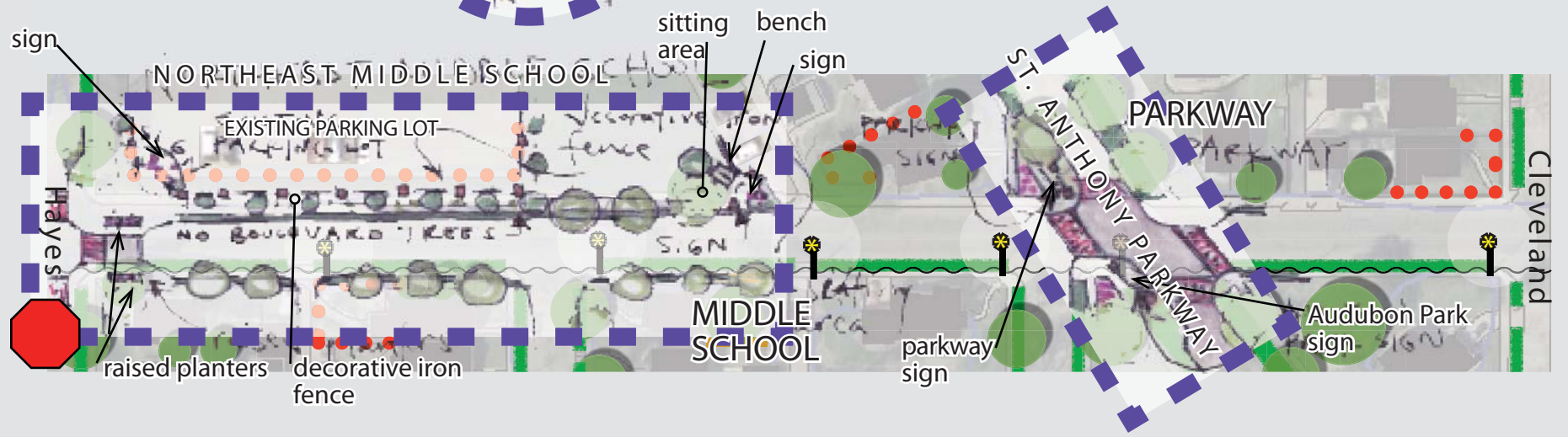
**JOHNSON STREET RETAIL** anchors this district. In order to create a true node for the commercial area, a new 2-3 story structure at the corner is proposed. To visually separate 29th from Johnson, 29th is adorned with more green and Johnson is largely a hardscape environment. Flowers at opposing corners bring color and vibrancy into the intersection. Bollards and topiaries are used to frame the brick pedestrian crossings. This gives the crossings more visibility and calms traffic through the intersection.



## Middle School + Parkway District



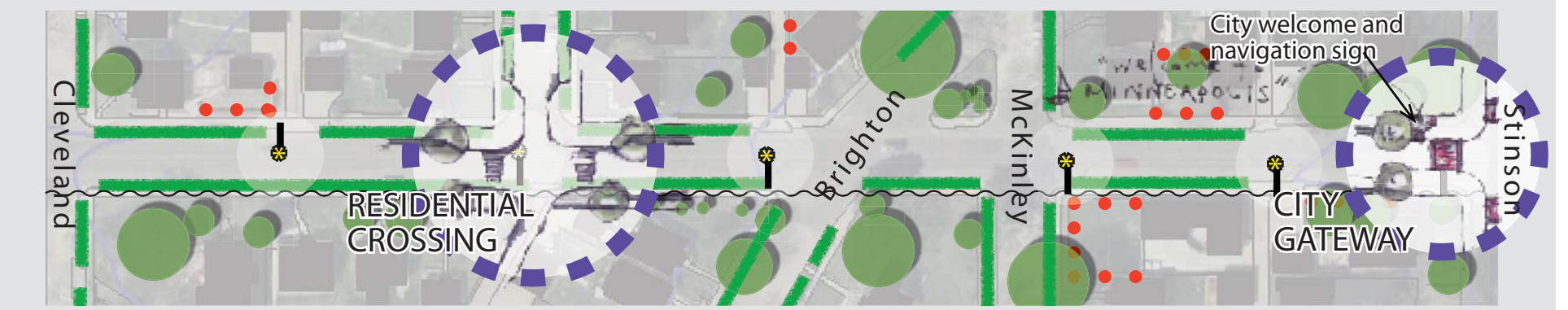
This district contains two important corridors. The **MIDDLE SCHOOL** has issues with a large student population crossing the street and an unsightly chain link fence wrapped around a parking lot. A decorative fence is proposed for the parking lot, while a new seating area is proposed for the SE corner of the property. Both corners have NEMS signs with vegetation. Bump-outs and planters calm traffic at Hayes. Bump-outs also shorten the distance of the **PARKWAY** across 29th and provide a place for a new Audubon Park neighborhood sign.



## City Gateway District



With only low density residential uses, this district requires minimal investment in its two nodes. The **RESIDENTIAL CROSSING** node is similar to the one at Taylor. The district, however, has an important **CITY GATEWAY** node. Stinson marks the boundary between Minneapolis and St. Anthony Village. The two cities are also visually distinct in their setbacks, vegetation and building typologies. Bump-outs, brick pavers and a sculptural gateway elements are proposed for this node.



<p><b>NODES</b> Often places where corridors intersect; intersections with points of interest, higher densities, landmarks, etc.</p>	<p><b>CORRIDORS</b> Longer stretches of road with features that repeat in a pattern</p>	<p><b>DISTRICTS</b> Groups nodes and corridors that together serve a particular function, e.g., calm traffic, transition, commerce, etc.</p>
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# CONCEPT PLAN johnson street



## Johnson Street Commercial District

At the middle of the 28th Avenue block, parking lots and vacant parcels interrupt a potential line of storefronts stretching the whole block. For this reason, the southern half of the 28th Avenue block has been classified as a REDEVELOPMENT corridor.

The REDEVELOPMENT corridor is home to a long-time Audubon Park destination - the Hollywood Theater. While currently closed, there are efforts underway to resurrect the theater. If successful, the theater would require parking for attendees. Since shows would occur during evenings - when most retail stores are closing - there is an opportunity to share parking with the pharmacy to the north and a now-vacant parcel across the street. However, given the current zoning, it would be more appropriate to encourage the development of a 2-3 story mixed-use structure, with consolidated surface parking at the existing Johnson Street Merchants lot. A bump-out in front of the theater provides for valet parking and a place for crowds to gather. The Hollywood Theater and vacant parcel are shown in picture three.

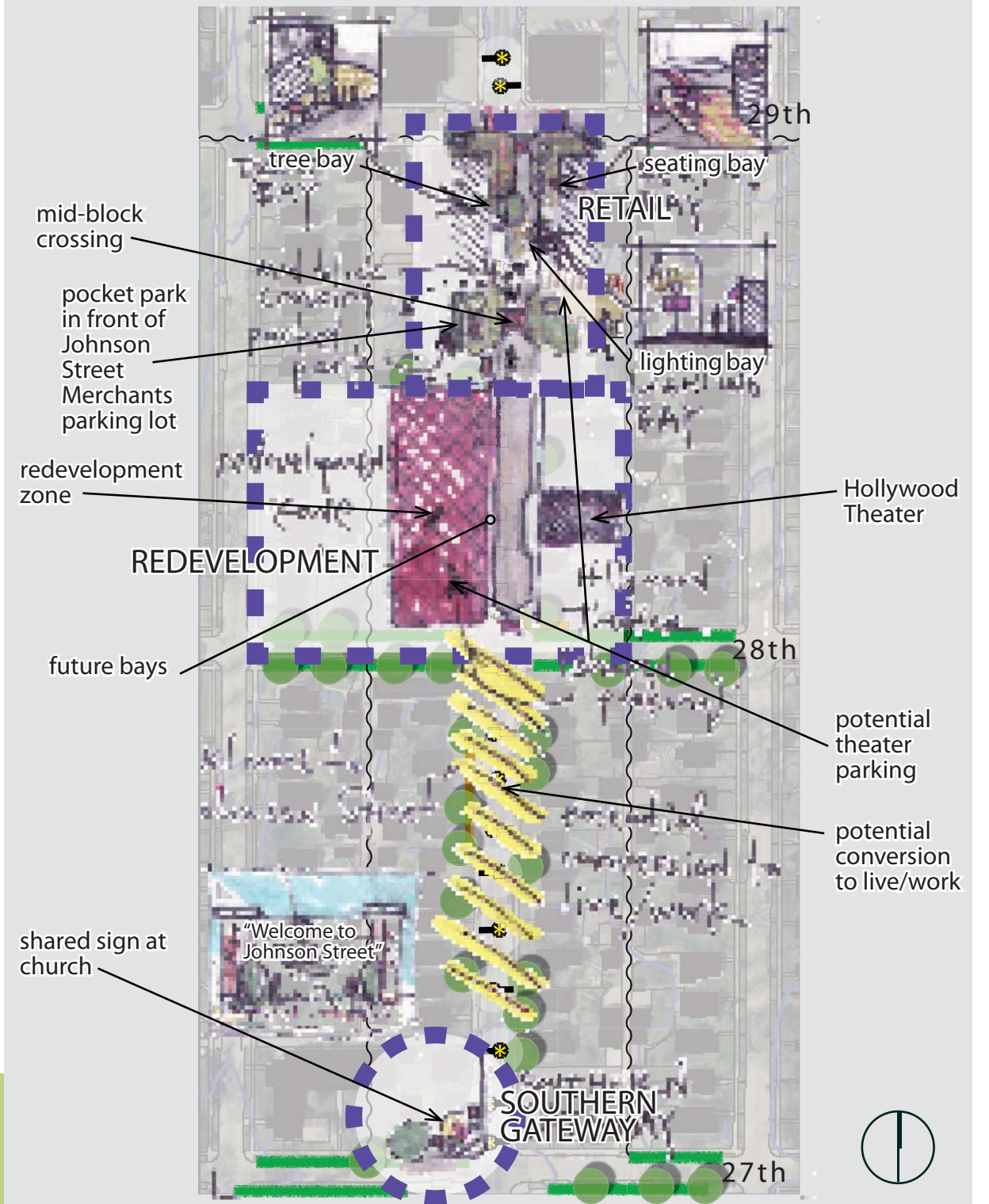
Within the RETAIL corridor, there is a dense collection of restaurants, offices, a coffee shop and pharmacy, among other uses. These services can be enhanced by engaging the 10'-wide existing sidewalk on the east side. The sidewalk in the RETAIL corridor is shown in picture one. The concept of "bays" is proposed for this corridor. Bays are smaller (usually 5' x 5') sections of sidewalk where activities can occur. A tree bay provides a place for people to sit on a bench

under a shady tree. Seating bays extend the width of the sidewalk and are places for restaurants to set up bistro style dining. They are usually ideal for extended bump-outs, since the bumpouts add up to 5' of width to the existing sidewalk.

Finally, lighting bays are proposed for locations with existing 30' lighting poles. While these poles have attractive Johnson Street banners, they do not provide adequate light for pedestrians. Additional pedestrian-level lighting (12' standard) is proposed for the lighting bays to complement the high-level lighting. The banners would be added to the pedestrian-level lighting to create visual interest.

As illustrated earlier, a mid-block crossing has been successful in much busier retail areas. Given the district's issues with constant jaywalking, a mid-block crossing with bump-outs, bollards and vegetation is proposed. A pocket park - similar to the coop parking lot in Linden Hills - is proposed for the JSM parking lot as a way to screen asphalt and provide a place to relax. The existing parking lot is shown in picture two.

Currently, the district does not have a gateway. High-level lighting with banners extends south to 27th, but the commercial zone does not begin until 28th. The houses that line this stretch can be converted to live/work lofts or studios, much like Grand Avenue in St. Paul. In addition, a sign is proposed at Gustavus Adolphus Lutheran Church to create a SOUTHERN GATEWAY. This sign could be used by the church to announce events, but have a permanent line of text that reads: "Welcome to Johnson Street".



**NODES**  
Often places where corridors intersect; intersections with points of interest, higher densities, landmarks, etc.



**CORRIDORS**  
Longer stretches of road with features that repeat in a pattern

## DISTRICTS

Made up of 3-4 blocks. Groups nodes and corridors that together serve a particular function, e.g., calm traffic, transition, commerce, recreation, etc.



# Johnson Street NE



# PROPOSALS

## CENTRAL AVENUE GATEWAY

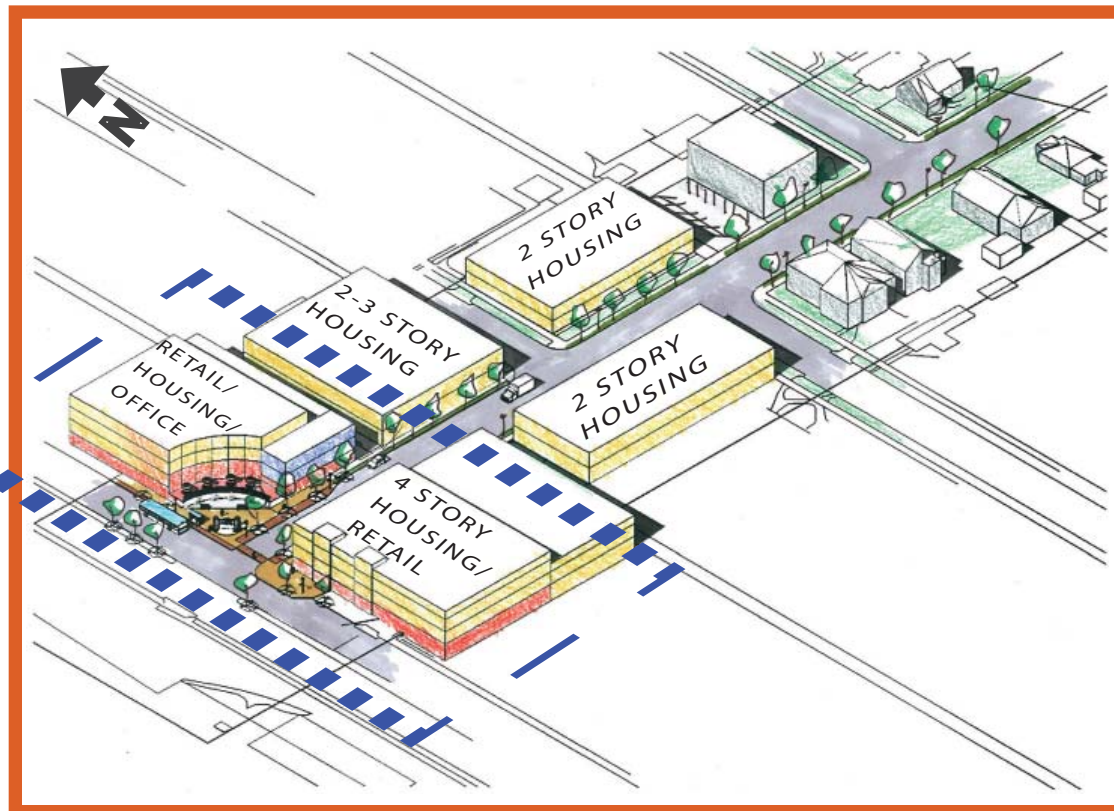
In terms of trees, this district is the most barren of the entire study area. Only a handful of trees exist along the two block district, due in large part to the presence of larger apartment buildings. This area also has fewer cobra head-style lights than other districts.

Currently, the intersection of Central and 29th consists of an auto repair shop, a small restaurant and a hodgepodge of houses, small retail and vacant storefronts. The auto repair shop's parking lot (NE corner of the intersection) offers a good design precedent for a type of plaza or gateway. Another important precedent is the square facades of the apartment buildings extending east of Central. Should redevelopment occur, square facades will help to distinguish the district as a gateway. A redesigned streetscape should also make provisions for a bus stop, cafe seating and boulevard trees.

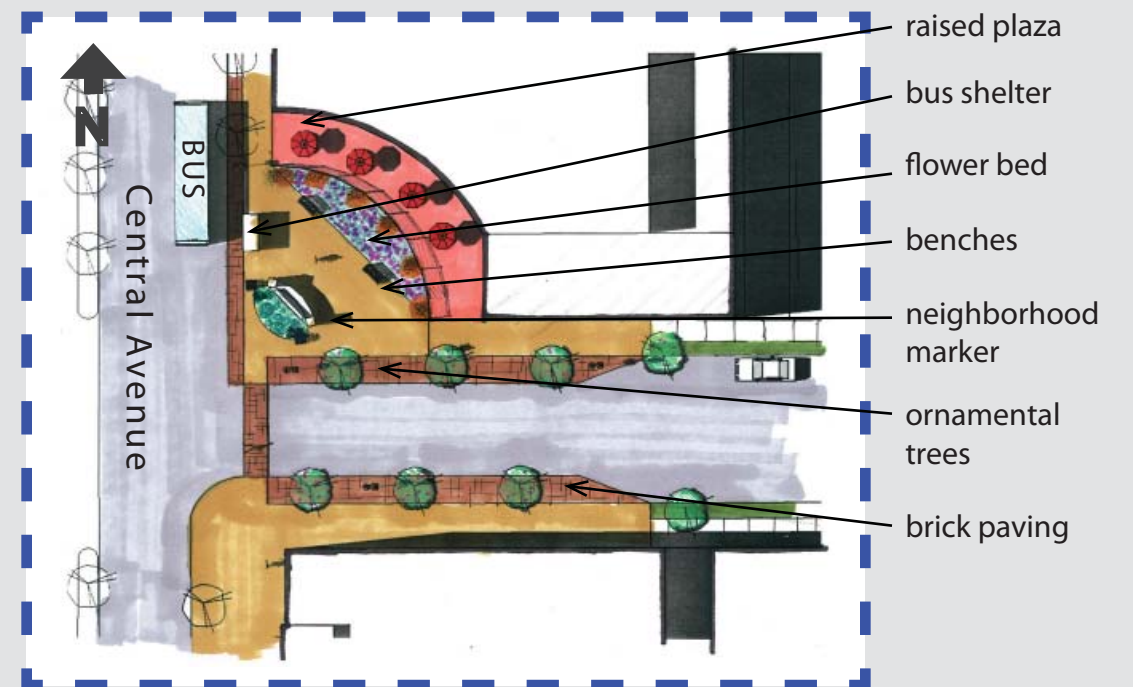
The CENTRAL AVENUE corridor represents one of the largest stretches of potential redevelopment in the neighborhood. By maximizing the zoning of these parcels, it will be more profitable to create a vibrant mixed use and medium-density district. The corridor includes ornamental trees, streetscape furniture and wide sidewalks for sitting. A curved plaza with neighborhood sign provides a space for conversation, waiting for a bus or an outdoor cafe.



EXISTING INTERSECTION  
Central Avenue @ 29th looking E



ILLUSTRATIVE AERIAL VIEW  
Central Avenue Gateway District



PLAN  
Central Avenue



PERSPECTIVE  
Central Avenue @ 29th looking E





# PROPOSALS

## RESIDENTIAL DISTRICT

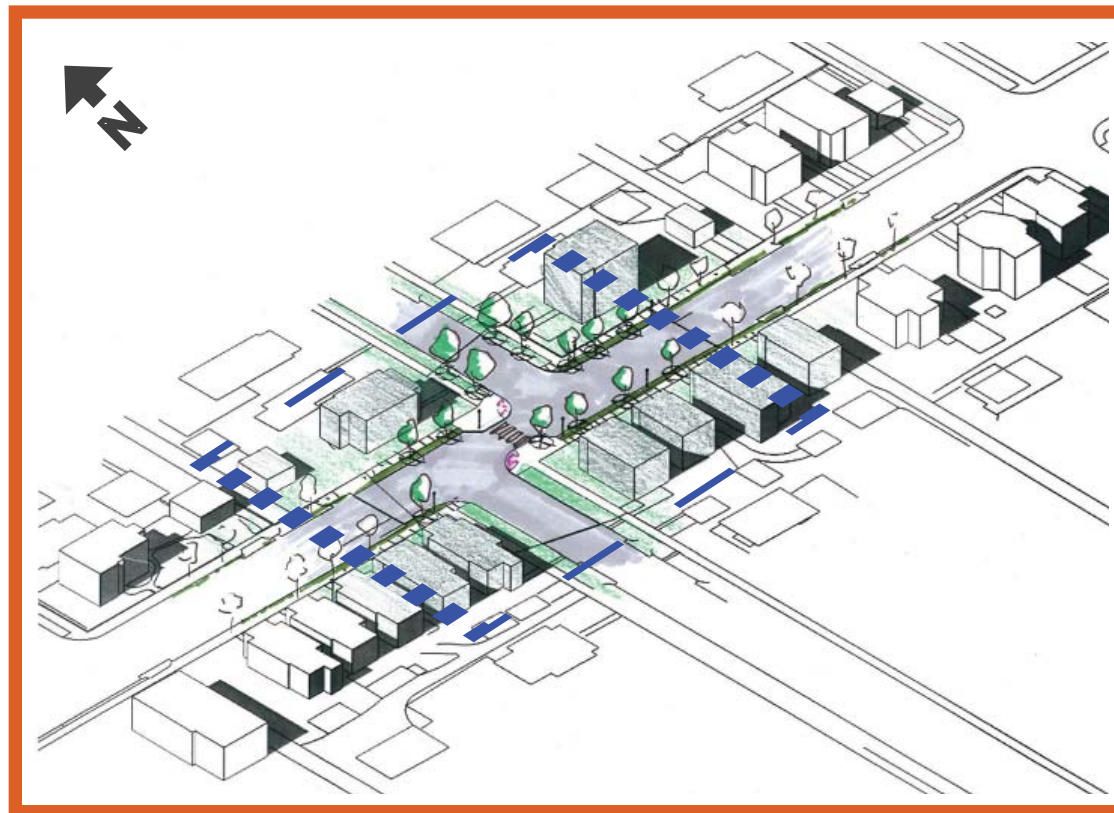
Small, single family and duplex homes predominate. Intersecting streets continue their irregular pattern; there are no four-way intersections until Fillmore. Polk Street comes closest to intersecting across 29th; this may be an ideal location for a pedestrian-friendly crossing. In addition, the steepest part of 29th is between Polk and Fillmore Streets. 29th is relatively flat west of the northern extension of Polk Street. Because of the hilly terrain, retaining walls and fences are more common. This may be a design precedent to capitalize on, especially for the steep section between Polk and Fillmore.

The house at the NW intersection of Taylor and 29th is a good example for the rest of the district. Large, pruned trees provide a large canopy over the street. A white picket fence shields the driveway along 29th, which also serves to delineate private from public space.

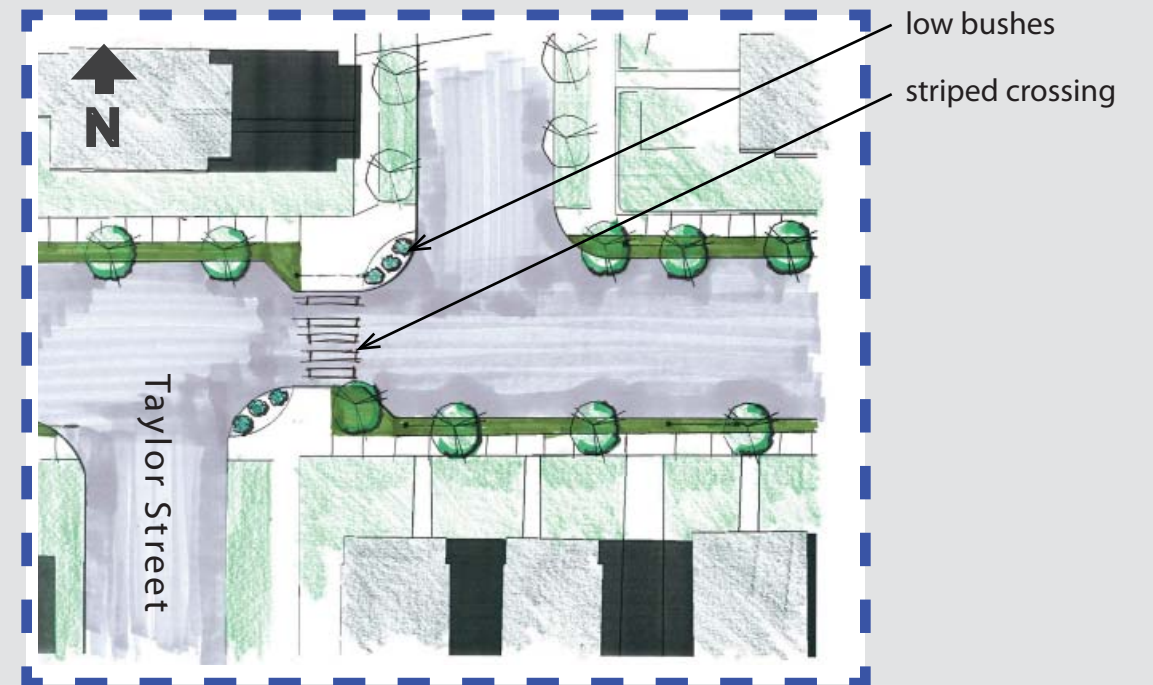
The RESIDENTIAL CROSSING node does two things: it provides a pedestrian friendly crossing between Audubon Park and Central and aims to calm traffic speeding down the hill. While the SAFETY NODE at Fillmore is at the base of an incline, the RESIDENTIAL CROSSING stands at the bottom of a much steeper stretch of road. The bumpouts make the crosswalk visible and calms traffic by framing the roadway.



EXISTING INTERSECTION  
From Taylor Street looking E



ILLUSTRATIVE AERIAL VIEW  
Audubon Park Gateway Node



PLAN  
Residential Crossing



PERSPECTIVE  
From Taylor Street looking E



# 29th Avenue NE



# PROPOSALS

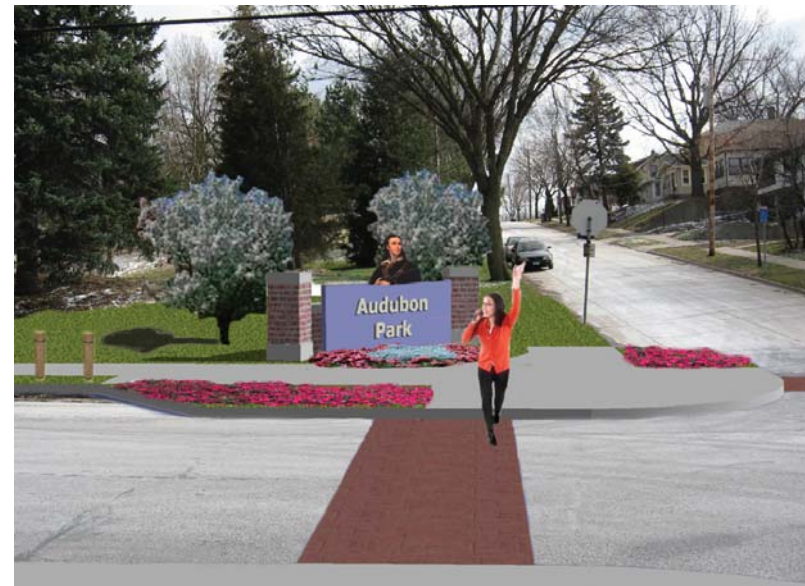
## AUDUBON PARK RESIDENTIAL

Audubon Park forms the southern half of this district. While not as steep as the hill due west, 29th has a considerable incline from Fillmore to Buchanan Streets. The SE corner of Fillmore and 29th is the obvious location for a park sign. A main entrance path terminates at this corner and tall spruce trees frame the corner in a bow configuration. Flower beds are proposed within the bump-outs and in front of the gateway sign.

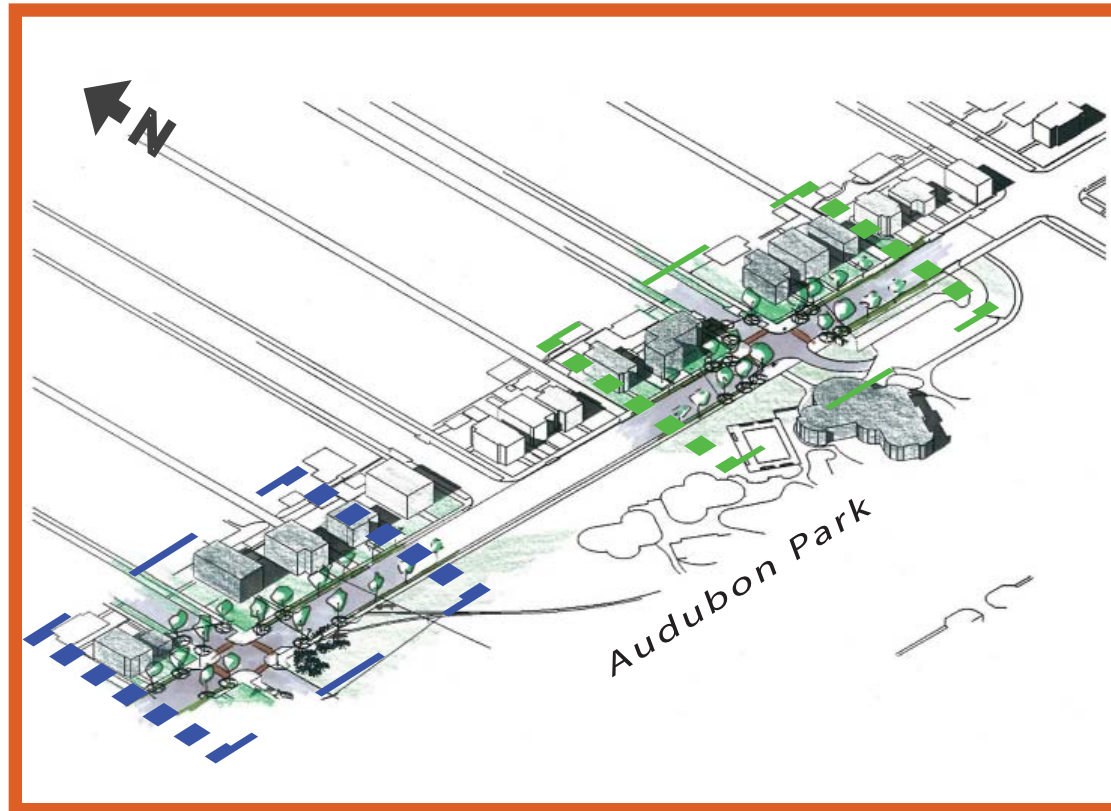
Buchanan street is the main entrance to the park and is also an intersection with a semaphore. This is where both pedestrians and cars enter. With no vegetation on either side of the street and a substantial hill that begins due west of this intersection, drivers are inclined to speed through the intersection without coming to a full stop.

A greater sense of enclosure is needed to calm traffic, while a high-visibility entrance with flowers and trees is appropriate for this intersection.

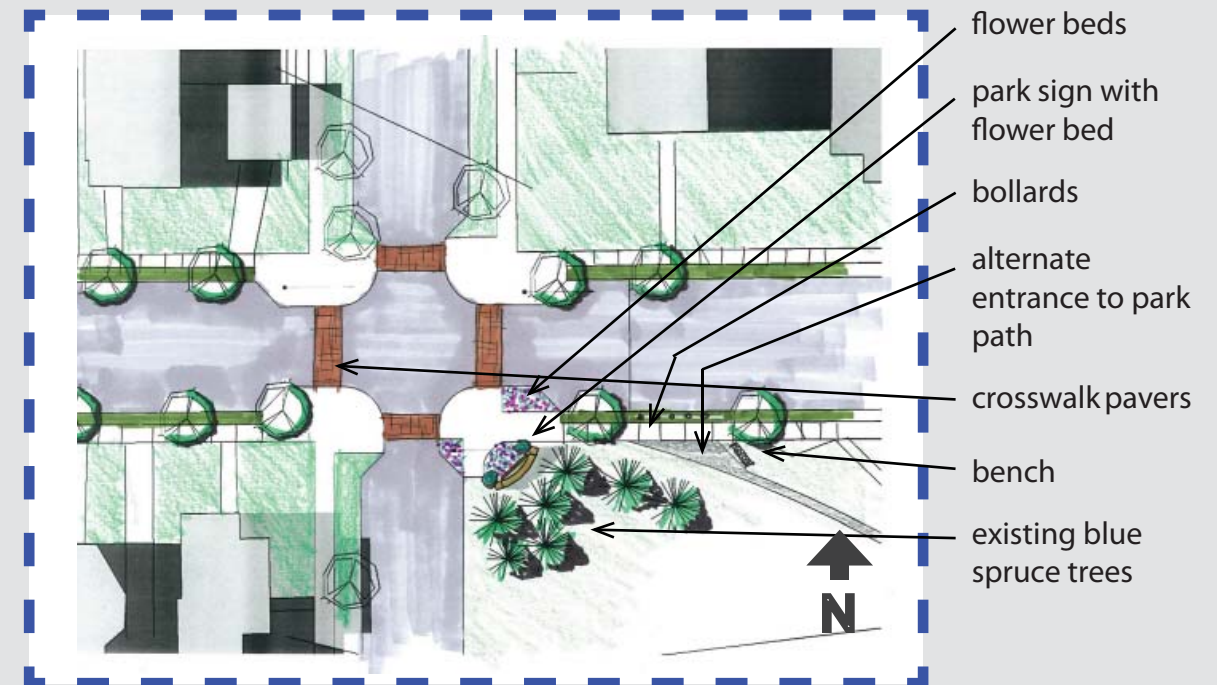
This district has issues with the safety of children, unmarked entrances and an ineffective stop sign. At the PARK GATEWAY node, a park path empties onto the street, which leads many children to bike or run into the street instead of cross at the intersection. Bollards terminate this path. A new park sign with flowers and flower beds mark one corner of the park, with benches provided along the edge of the park. At PARK ENTRANCE, bump-outs and dense vegetation serve to create enclosure at a 3-way stop that most drivers ignore. A park sign and flower urns beautify and highlight the park entrance.



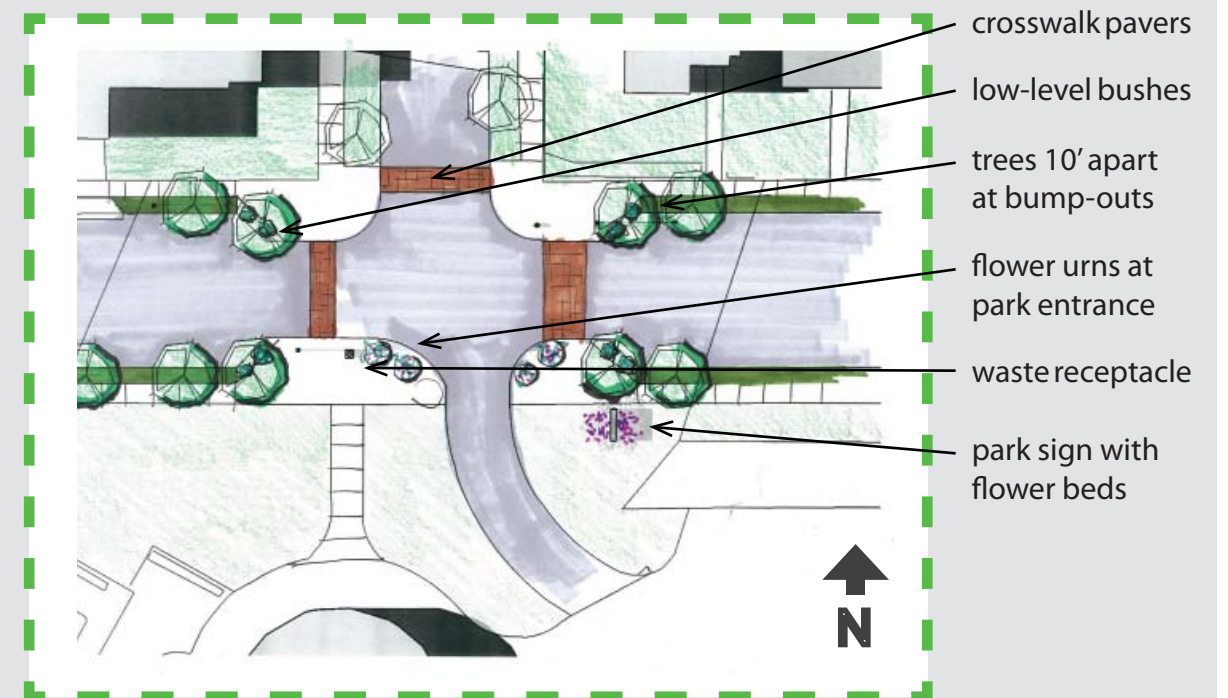
PERSPECTIVE  
Park Gateway Node looking S



ILLUSTRATIVE AERIAL VIEW  
Audubon Park Residential District



PLAN  
Park Gateway Node



PLAN  
Park Entrance Node

# 29th Avenue NE



# PROPOSALS

## JOHNSON STREET TRANSITIONAL

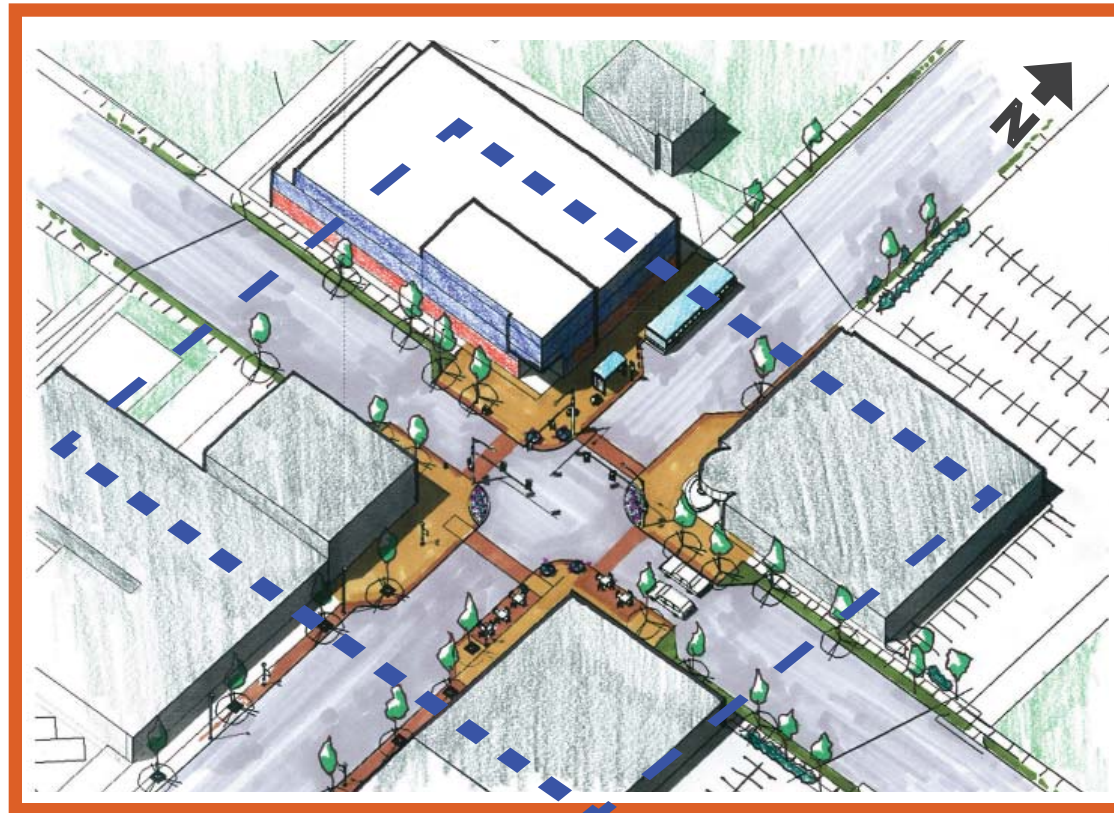
The intersection of 29th + Johnson is a city-designated commercial node. In form and operation, three of the four corners of this intersection meet the parameters of this designation. However, the NW corner, currently a laundromat and clinic, has parking at the front of the building abutting Johnson Street. This expanse of asphalt takes the significance of the intersection. Given the size of the parcel, mixed-use redevelopment is possible and should feature a landmark corner with a turret-like structure. This concept is similar to the intersection of 50th + France.

29th Avenue, a residential corridor, should visually contrast with the commercial corridor. This might include dense boulevard trees along 29th and more streetscape furniture along Johnson. In keeping with the landmark nature of the intersection, bump-outs should feature flower beds, bollards, flower urns and other decorative features.

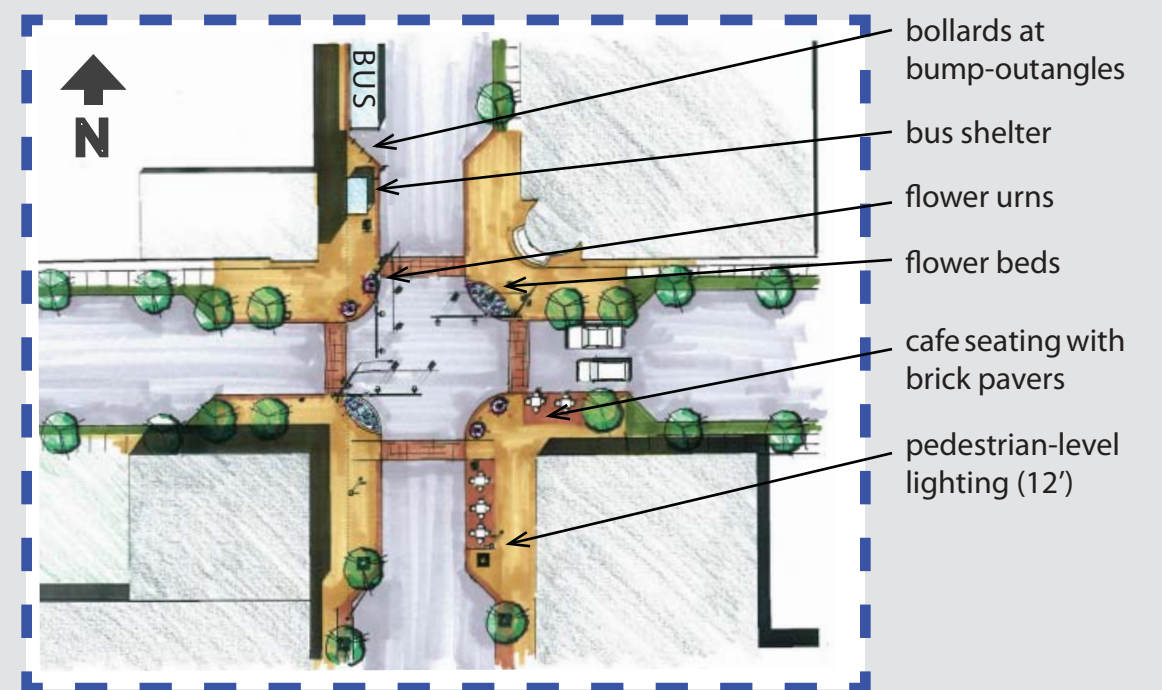
JOHNSON STREET RETAIL anchors this district. In order to create a true node for the commercial area, a new 2-3 story structure at the corner is proposed. To visually separate 29th from Johnson, 29th is adorned with more green and Johnson is largely a hardscape environment. Flowers at opposing corners bring color and vibrancy into the intersection. Bollards and topiaries are used to frame the brick pedestrian crossings. This gives the crossings more visibility and calms traffic through the intersection.



EXISTING INTERSECTION  
29th + Johnson, looking NW



ILLUSTRATIVE AERIAL VIEW  
Johnson Street Transitional District



PLAN  
Johnson Street Retail Node



PERSPECTIVE  
29th + Johnson, looking NW



# 29th Avenue NE



# PROPOSALS

## MIDDLE SCHOOL + PARKWAY

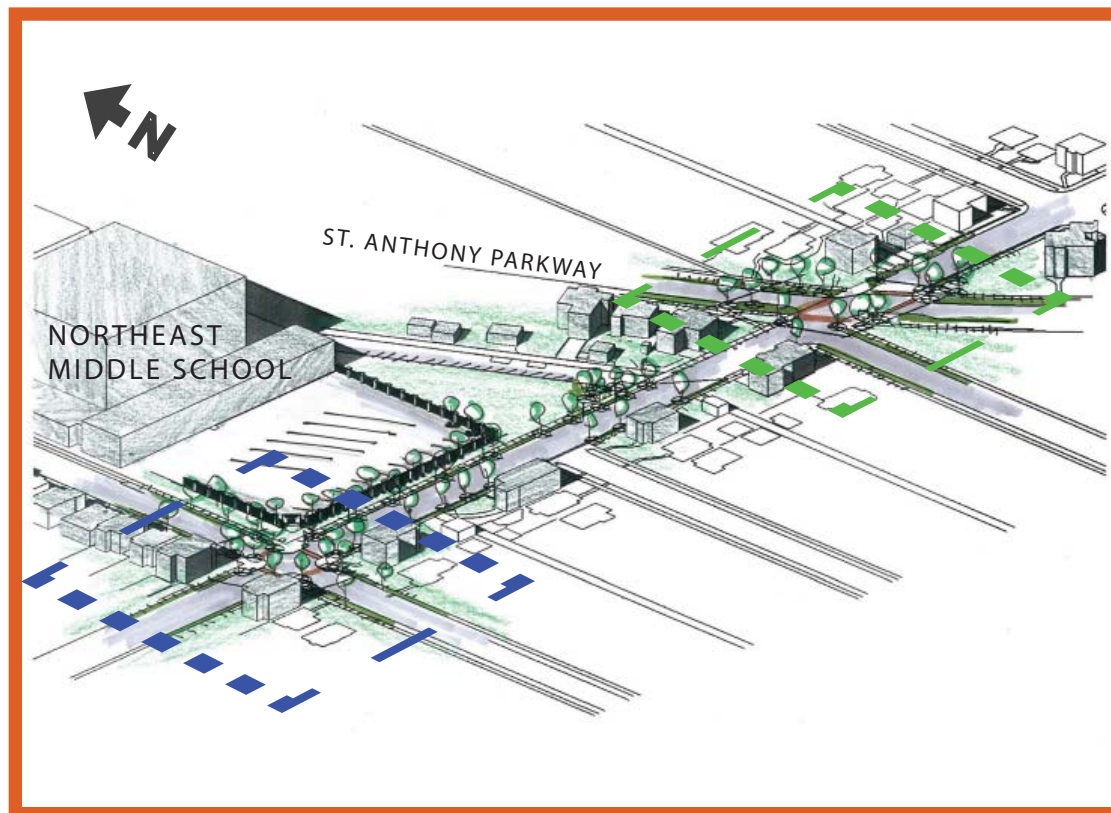
Northeast Middle School has an enrollment of about 500 students. Many of these students cross 29th and Hayes Street daily, making this intersection a priority. Although there is currently a semaphore at Hayes, the distance from curb to curb on 29th is 42'-6"; the crosswalk is far too wide for pedestrians, let alone students. The visibility of the intersection is good and should be preserved as much as possible. 29th borders the southern edge of the school, where a large, unnecessary chain link fence stands. The School District's Facilities department plans to retain the parking, so some sort of screening is appropriate.

The Parkway, also located in this district, separates the Audubon neighborhood from Waite Park. A Parkway sign is present, but an Audubon Park neighborhood welcome sign is needed. The distance between the Parkway curbs should be shortened.

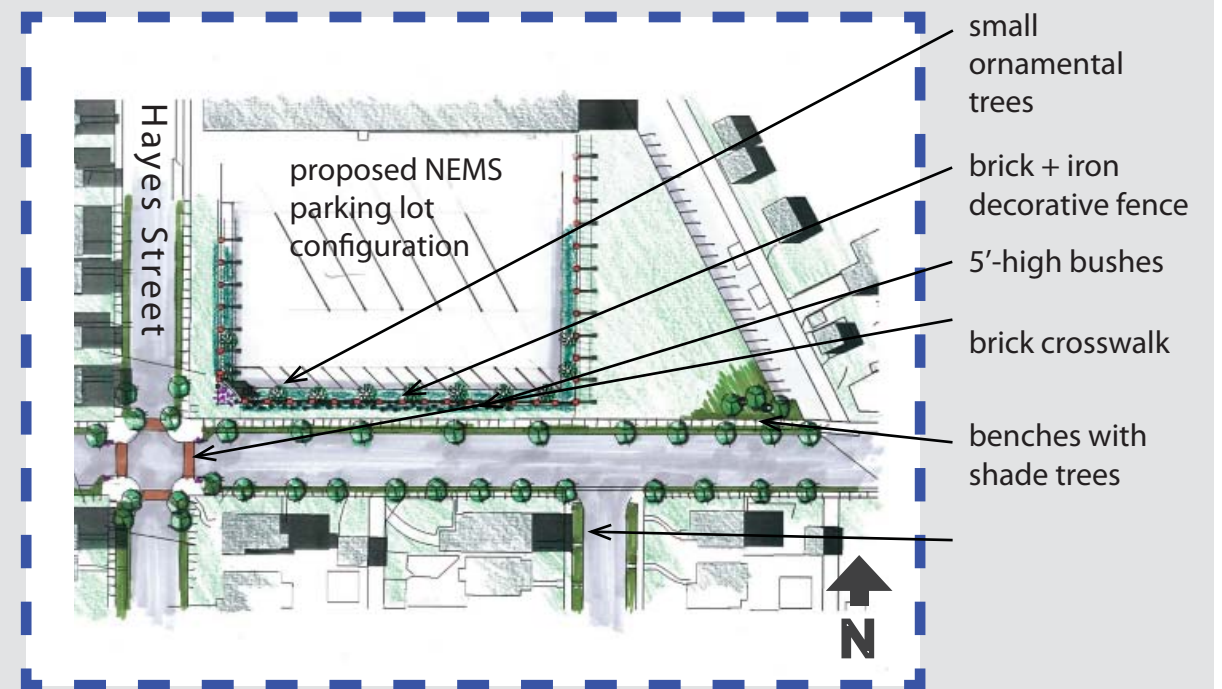
The MIDDLE SCHOOL has issues with a large student population crossing the street and an unsightly chain link fence wrapped around a parking lot. A decorative fence is proposed for the parking lot, while a new seating area is proposed for the SE corner of the property. The SW corner has a Northeast Middle School sign with vegetation. Bump-outs and planters calm traffic at Hayes. Bump-outs also shorten the distance of the PARKWAY across 29th and provide a place for a new Audubon Park neighborhood sign.



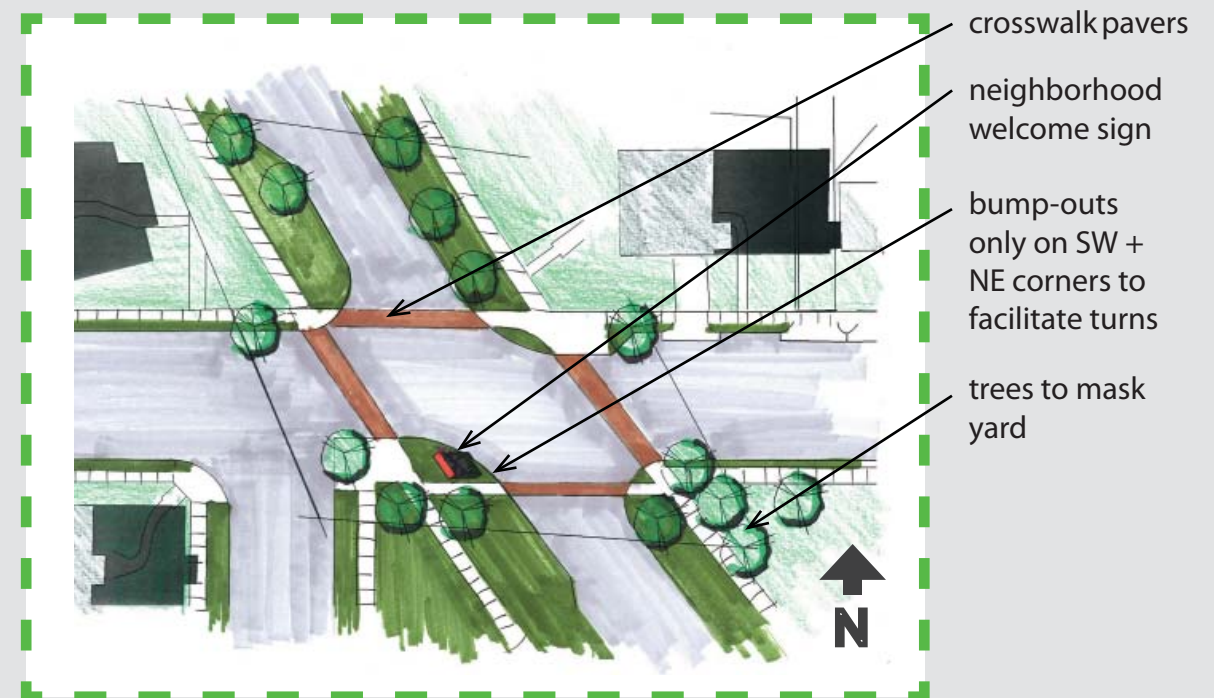
PERSPECTIVE  
Hayes looking NE



ILLUSTRATIVE AERIAL VIEW  
Middle School + Parkway District



PLAN  
Northeast Middle School Node



PLAN  
Parkway Node



# 29th Avenue NE



# PROPOSALS

## CITY GATEWAY

In terms of the lack of tree cover, this district ranks second to the Central Avenue Gateway. While the district at Central has large apartment buildings, the houses in this district do not prevent large trees from growing.

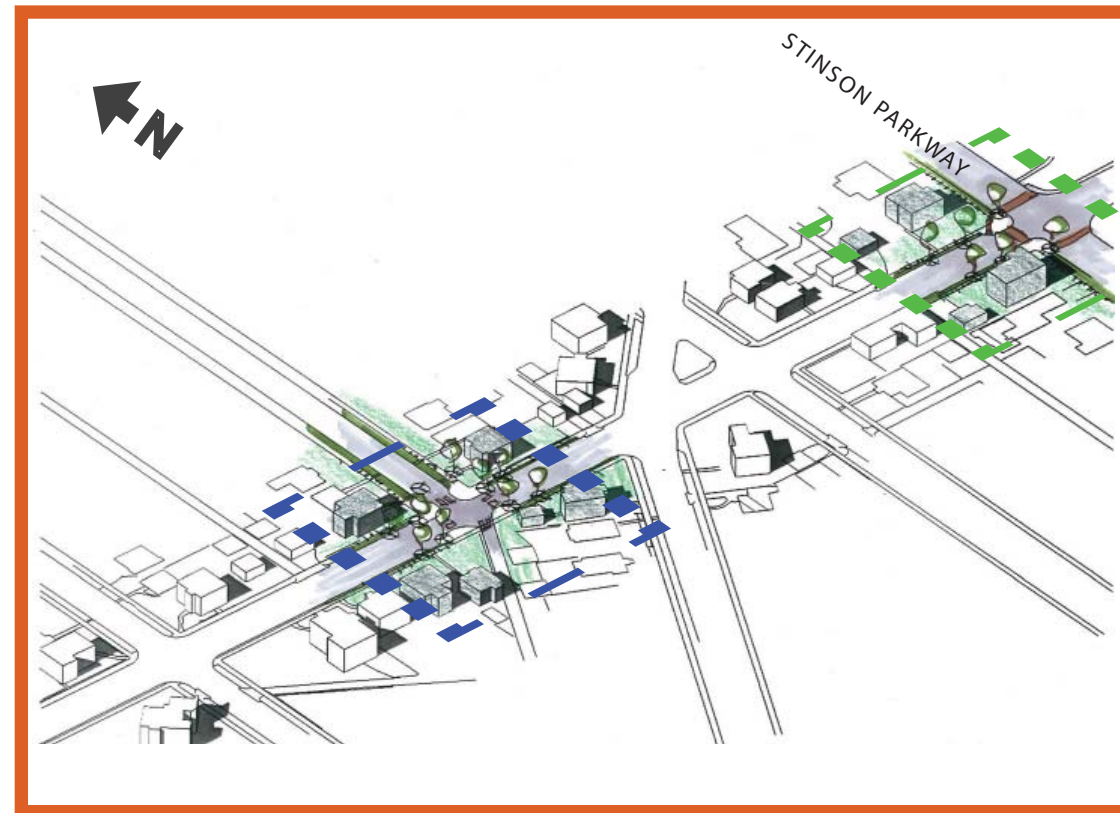
This district also has some of the most poorly-maintained sidewalks. The picture at right is just one example. Many sections of sidewalk have cracked and are sprouting weeds, which, when combined with a treeless boulevard, produces an overall bleak environment.

Contrary to the rest of the district, the intersection of 29th + Stinson is an attractive entrance into the city. The building forms, setbacks, large private trees and landscaping contrast nicely with St. Anthony Village across the street. To make the intersection a true city gateway, however, bump-outs, a city welcome sign and brick pavers could be added.

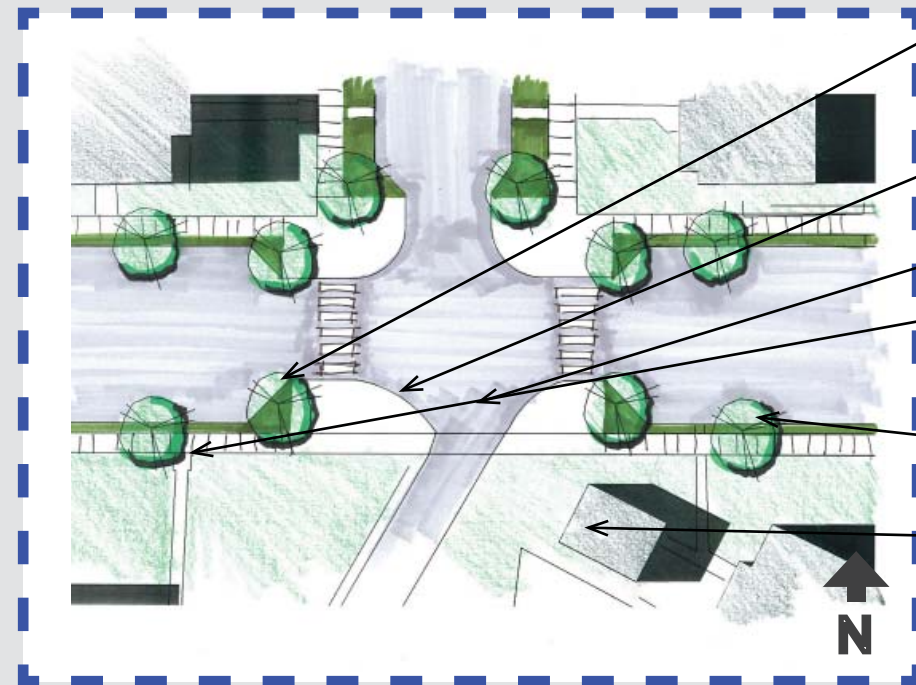
With only low density residential uses, this district requires minimal investment in its two nodes. The RESIDENTIAL CROSSING node is similar to the one at Taylor. The district, however, has an important CITY GATEWAY node. Stinson marks the boundary between Minneapolis and St. Anthony Village. The two cities are also visually distinct in their setbacks, vegetation and building typologies. Bump-outs, brick pavers and a sculptural gateway elements are proposed for this node.



EXISTING INTERSECTION  
From Stinson looking W

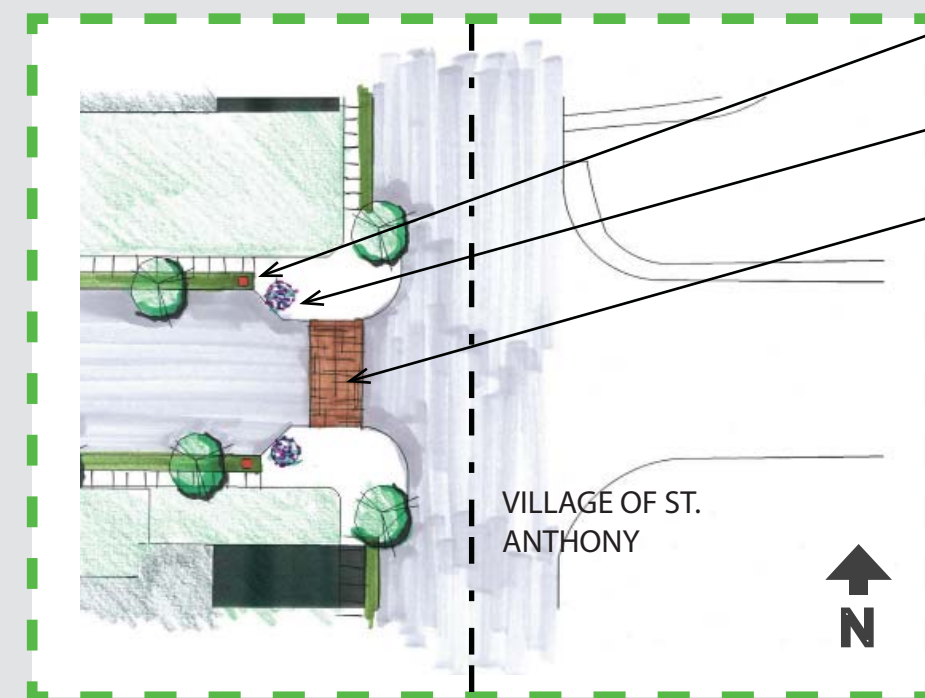


ILLUSTRATIVE AERIAL VIEW  
City Gateway District



- small ornamental trees
- brick + iron decorative fence
- 5'-high bushes
- brick crosswalk
- benches with shade trees

PLAN  
Residential Crossing Node



- gateway sculptures
- flower urns
- crosswalk pavers

PLAN  
City Gateway Node



# 29th Avenue NE



# PROPOSALS

## JOHNSON STREET COMMERCIAL

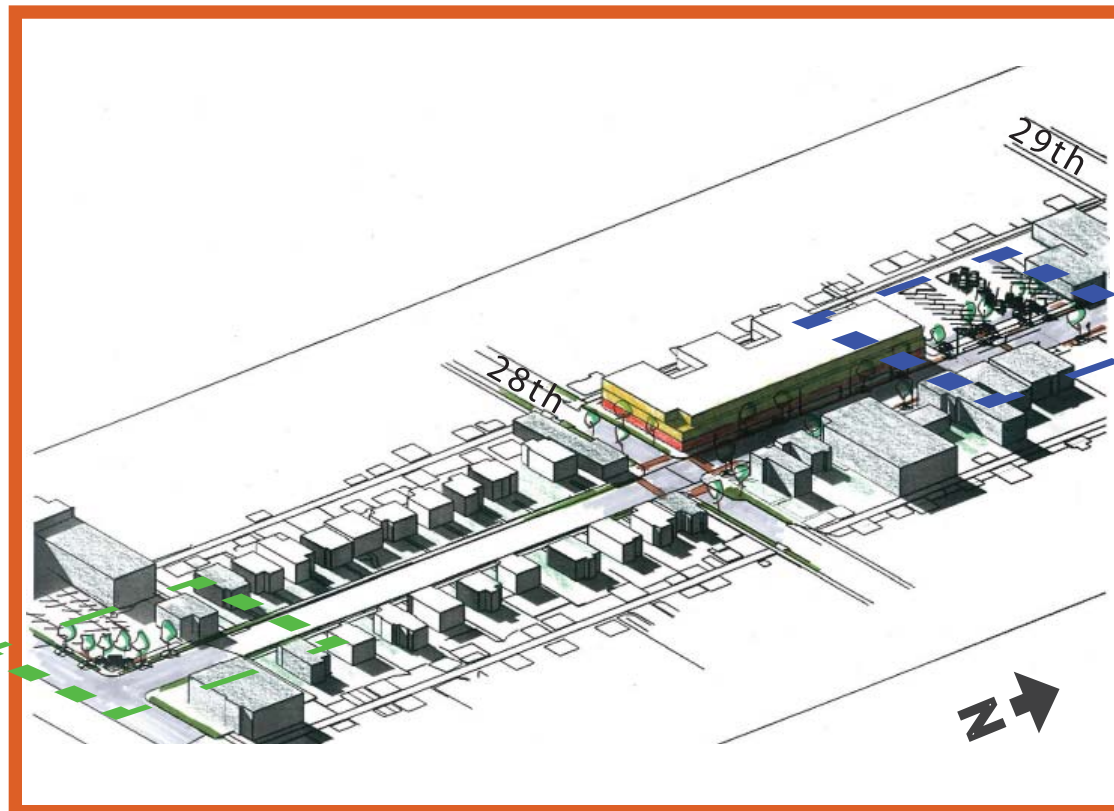
Within the RETAIL corridor, there is a dense collection of restaurants, offices, a coffee shop and pharmacy, among other uses. These services can be enhanced by engaging the 10'-wide existing sidewalk on the east side. The concept of "bays" is proposed for this corridor. Bays are smaller (usually 5' x 5') sections of sidewalk where activities can occur. A tree bay provides a place for people to sit on a bench under a shady tree. Seating bays extend the width of the sidewalk and are places for restaurants to set up bistro style dining. They are usually ideal for extended bump-outs, since the bumpouts add up to 5' of width to the existing sidewalk.

As illustrated earlier, a mid-block crossing has been successful in much busier retail areas. Given the district's issues with constant jaywalking, a mid-block crossing with bump-outs, bollards and vegetation is proposed. Pocket parks - similar to the coop parking lot in Linden Hills - are proposed for the JSM parking lot as a way to screen asphalt and provide a place to relax.

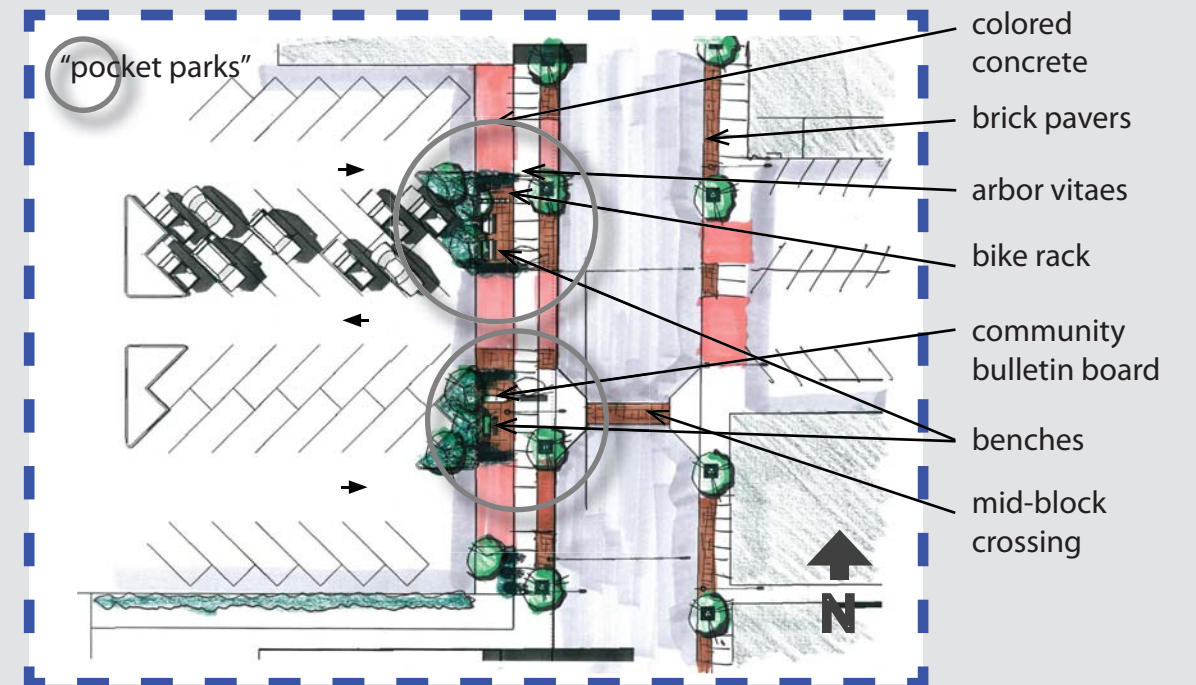
Currently, the district does not have a gateway. High-level lighting with banners extends south to 27th, but the commercial zone does not begin until 28th. The houses that line this stretch can be converted to live/work lofts or studios, much like Grand Avenue in St. Paul. In addition, a sign is proposed at Gustavus Adolphus Lutheran Church to create a SOUTHERN GATEWAY. This sign could be used by the church to announce events, but have a permanent line of text that reads: "Welcome to Johnson Street".



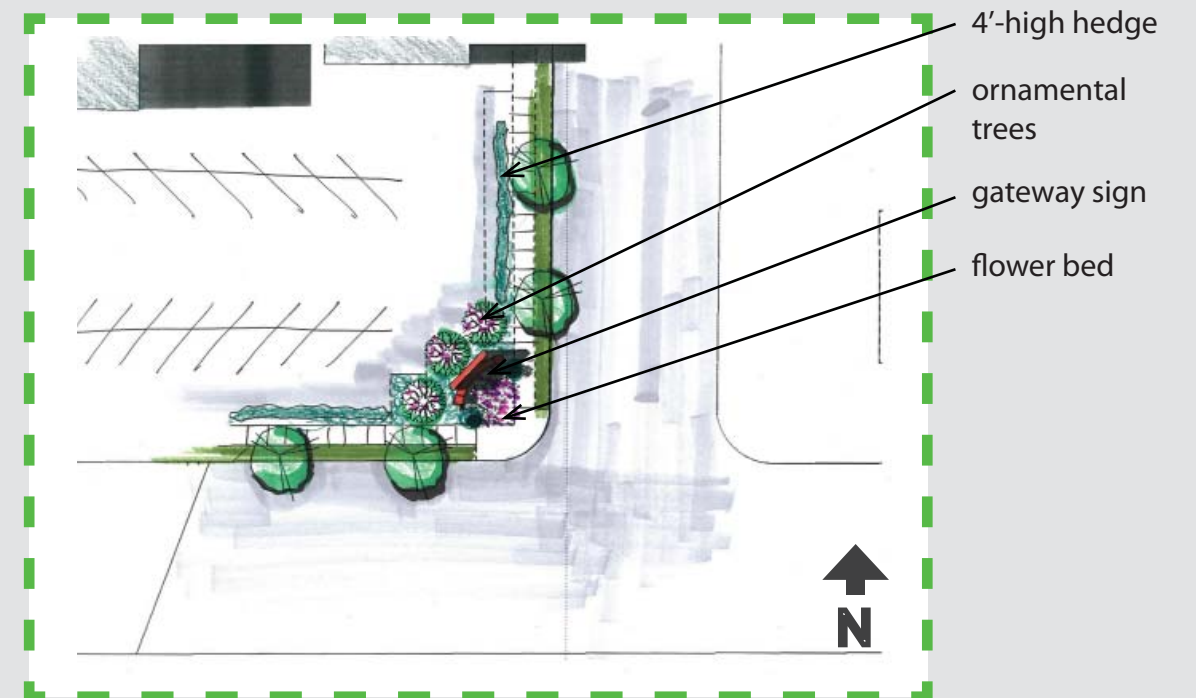
PERSPECTIVE  
JSM Parking Lot, looking S



ILLUSTRATIVE AERIAL VIEW  
Johnson Street Commercial District



PLAN  
JSM Parking Lot



PLAN  
Southern Gateway



# Johnson Street NE



# IMPLEMENTATION

A project like this does not have any precedent in the City of Minneapolis. In order to execute such an ambitious, neighborhood-initiated reconstruction project, the neighborhood will have to remain organized and committed for years into the future. Its success will depend on employing the three following implementation strategies:

## Schedule

The list at far right shows an aggressive timetable. The project goals, community engagement and design proposals have been completed and are presented in this document.

The next phase is to work with key stakeholders and community members in order to secure political support. Currently, there is no existing policy governing neighborhood-initiated streetscape projects. ANA will have to advocate for new policies that codify neighborhood-based maintenance agreements and take advantage of the new streetlighting policy. In addition, there is no mechanism for funding streetscape “amenity” items that go above and beyond what MSA will fund. In earlier meetings, Public Works has expressed an interest in exploring these new policies.

ANA intends to submit the project to the CLIC (capital improvement) process in Spring 2008. Thereafter, ANA should continue to build political support and begin a campaign to attract beautification grants.

## Community Engagement and Support

Between October 2007 and throughout Spring 2008, ANA should educate the public and appropriate stakeholders about this plan. This could include:

- Workshops that explore density and development opportunities along the corridor
- Meetings with Park Board, School District, politicians, local businesses, foundations
- A panel discussion of representatives from other communities that have implemented streetscape projects (St. Anthony Village).

## Cost & Financial Support

The Estimated Price List at right is taken directly from “2007 MSA Needs Study for Minneapolis”, a list of potential streetscape improvements and associated costs for Central to Stinson. The information was provided by the Metropolitan State Aid department.

The prices listed do not reflect the full cost of the proposals outlined in this report, but rather an estimate of a basic reconstruction project for the corridor. Reconstruction items include new storm sewers, removal of existing infrastructure, street lighting, and new curb/gutter, sidewalks and traffic signals. The estimate does not, however, list “amenity” improvements such as bump-outs (approx. \$12,000/bump-out), trees and other vegetation, signs, fences, or any private investment. Therefore, the estimated costs presented here should be read as the bare minimum for any reconstruction project.

For example, the plan from Central-Stinson calls for 24 bump-outs. At \$12,000 each, 24 bump-outs could potentially add \$288,000 to the project. These could, however, be covered by MSA funds. For complete needs studies and a list of what MSA will/will not fund, please see the appendix.

## ESTIMATED PRICE LIST\* 29th Avenue, Central to Stinson

Construction Items	Estimated Needs	MSA apportionment
Central Avenue to Fillmore Street		
Grading	\$140,875	\$140,875
Base	82,186	82,186
Surface	22,914	22,914
Miscellaneous	96,981	110,001
Engin./Maint.	78,315	80,603
TOTAL	\$421,271	\$436,579
Fillmore Street to Johnson Street		
Grading	\$140,875	\$140,875
Base	82,186	82,186
Surface	22,914	22,914
Miscellaneous	96,981	115,923
Engin./Maint.	79,618	81,906
TOTAL	\$422,574	\$443,804
Johnson Street to Stinson Boulevard		
Grading	\$281,751	\$281,751
Base	164,372	164,372
Surface	45,886	45,886
Miscellaneous	193,988	226,328
Engin./Maint.	158,030	162,605
TOTAL	\$844,027	\$880,942
GRAND TOTAL	\$1,687,872	\$1,761,325

\* These figures are estimates as of 2007, provided by the MSA department of the Minnesota Dept. of Transportation. They do not factor in inflation and are used for illustrative purposes only. If the project secures approval through the CLIC process, Minneapolis Public Works and MnDOT MSA will prepare final cost statements.

## PROJECT SCHEDULE

### completed

- ISSUES MEETING | February 2007
- VISIONING WORKSHOP | March 2007
- CONCEPT PLAN REVIEW I | May 2007
- JOHNSON ST. BUSINESS SURVEY | June 2007
- CONCEPT PLAN REVIEW II | August 2007

### upcoming

- October 2007-February 2008  
DISCUSS PLAN WITH STAKEHOLDERS  
Forums include community meetings, meetings with Park Board, School District, City, business owners, etc. Build political support for plan across several groups. Discuss necessary changes in policy, including maintenance agreements and pedestrian lighting districts.
- Spring 2008  
ADOPT INTO MASTER PLAN  
By adopting the plan as part of neighborhood policy, the plan gains political support and recognition.

- Spring 2008  
SUBMIT PLAN TO CLIC PROCESS  
Using this plan as a guide, work with city staff to create a CLIC-ready streetscape master plan and submit to capital improvement process.

- Summer 2008 & beyond  
ADVOCACY AND FUNDING  
Continue to work with stakeholders to make the case for streetscape improvements. Coordinate advocacy with land use and development efforts. Apply for project grants to supplement gap in MSA funding. Educate neighborhood about the benefits of streetscape improvements and present up-to-date information on costs, design and status of CLIC application.





# CONCLUSION

While ambitious, this plan can succeed if the right formula of neighborhood support, city support, financial backing and organizational commitment is present. Moreover, this plan is just one of several improvement initiatives in the Audubon Park neighborhood. In Fall 2007, ANA will commission a master plan that aims to harmonize all planning initiatives in the neighborhood. These include:

- Redevelopment of vacant parcels and abandoned houses
- Complete redesign of Audubon Park
- Improvements to the streetscape of Johnson Street
- Loan programs
- Facade improvement programs, among others

As evidenced by this short list, ANA is well-organized and committed to making its neighborhood more livable. In addition to advocacy, creating a livable neighborhood will require ANA to educate the neighborhood about the benefits of planning and urban design. Community engagement builds understanding, consensus and support for neighborhood development projects.

29th Avenue, as stated earlier, is a “diamond in the rough”. With the Middle School, parkways, a retail district, proximity to Central Avenue, rolling topography and Audubon Park, the corridor is already home to important community destinations. In order to make 29th a true gem, the neighborhood will have to invest in the public realm. With this plan, the neighborhood has taken an important first step.

## ACKNOWLEDGEMENTS

Thank you to the following people and organizations for contributing their expertise, time and effort towards making this project possible:

Audubon Neighborhood Association  
Central Avenue Area Task Force  
Trish Burger, office manager

Minneapolis School District  
Facilities Department  
Transportation Department

Northeast Middle School  
Barb Kapala, Community Education

Minneapolis Park & Recreation Board  
John Oyanabi

Minneapolis Department of Community Planning & Economic Development  
Jennifer Jordan, Community Planner

Mike Abeln, Director of Capital Debt & Management, City of Minneapolis

Minneapolis Department of Public Works  
Greg Schroeder, Engineer  
Larry Veek, Engineer  
Don Pflaum

MnDOT, Metro State Aid Division  
Mike Kowski, Engineer  
Bernie Larson, Engineer

Business owners of the Johnson Street Merchants Association

Councilmember Paul Ostrow

Center for Urban & Regional Affairs

Dozens of people from these and other organizations helped with this project, unfortunately it is not possible to list them all here - your help is certainly appreciated!

Special thanks are due to Cindy Schulte, President of the Audubon Neighborhood Association. This project would not have been possible without her commitment and stewardship.

most importantly,

**Thank you to the residents of the Audubon Park neighborhood!**

